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# The Royal Commission on Metropolitan Toronto

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# The Organization of Local Government in Metropolitan Toronto

## Background Report



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THE ROYAL COMMISSION  
ON  
METROPOLITAN TORONTO

THE ORGANIZATION OF LOCAL GOVERNMENT  
IN  
METROPOLITAN TORONTO

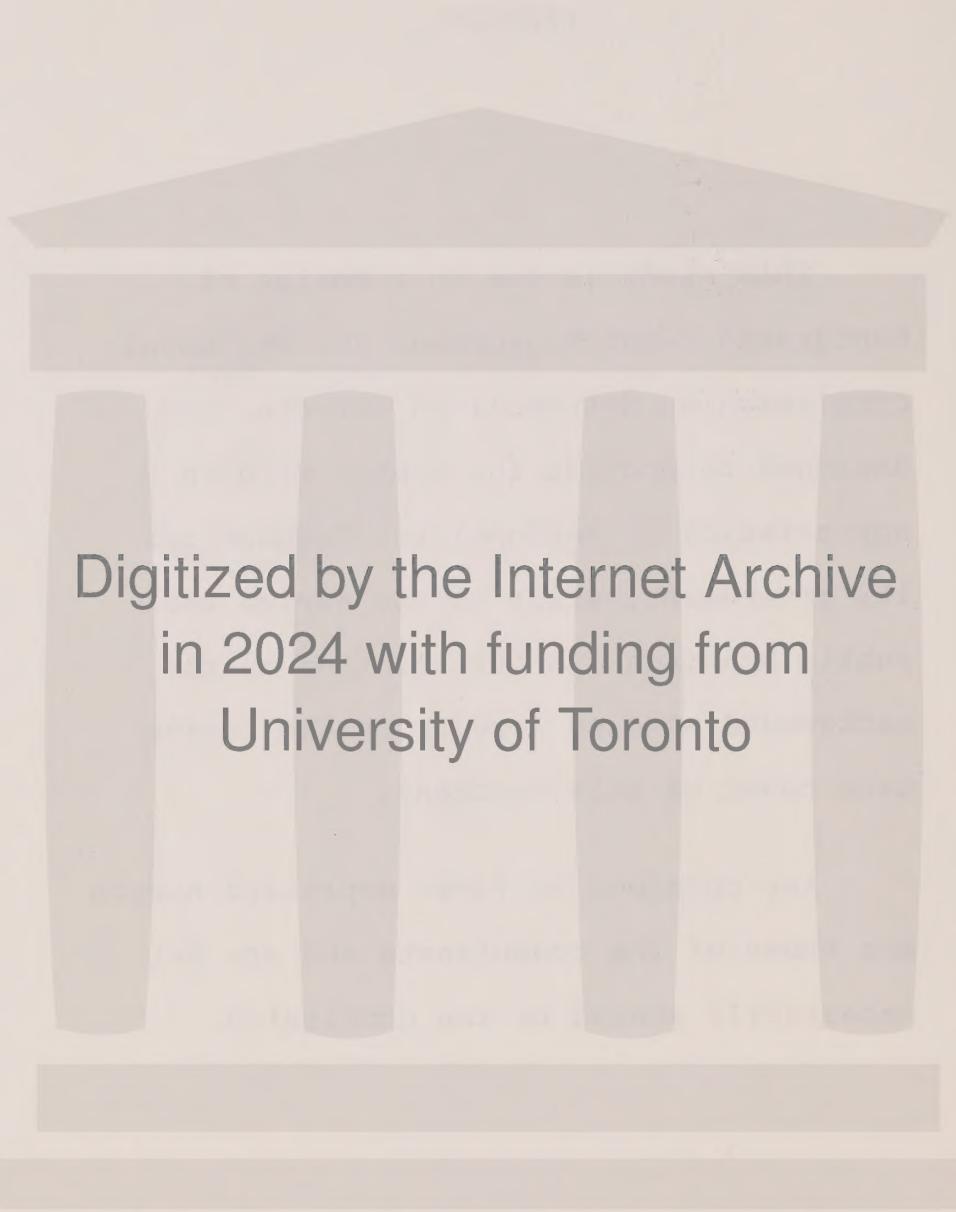
APRIL 18, 1975



## PREFACE

This study is one in a series of background reports prepared for The Royal Commission on Metropolitan Toronto, and designed to provide the public with an appreciation of Metropolitan Toronto and its government, prior to and during the public hearings. A full listing of the background studies appears on the inside back cover of this document.

Any opinions or views expressed herein are those of the consultants and are not necessarily shared by the Commission.



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THE ORGANIZATION OF LOCAL GOVERNMENT  
IN  
METROPOLITAN TORONTO

A description and analysis of the current structures at the metropolitan and area municipal levels of local government including special purpose bodies.

The authors would like to express their appreciation for the invaluable assistance they received in preparing this paper from Metropolitan Toronto residents, elected and appointed representatives, civic servants and employees of municipal corporations and special purpose bodies, and civil servants of the Province of Ontario.

This paper was written by Ronald C. Smith, Hugh Auld, Jeremy Posner and Richard Loreto of Smith, Auld & Associates Ltd. Responsibility for the information and views expressed rests solely with the authors.



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## SUMMARY

SUMMARY

Local government in Metropolitan Toronto has a long history but its present structure originated in 1953 when the thirteen municipalities in the area were consolidated and reorganized into two levels of local government - metropolitan and area municipal. Since then, on the basis of its achievements, this structure has generally been regarded as successful. From time to time it has been reviewed but the changes which have been made to it have been consistent, for the most part, with maintaining a federated system and with a general trend towards increasing authority and responsibility of the metropolitan-level bodies. These changes have also been accompanied by growth in the population, influence and power of the outer municipalities in the metropolitan area and a corresponding decline in position of the inner municipalities.

Despite such shifts in power, the ultimate control over local government has continued to rest with the Province of Ontario. This it exercises through provincial statutes, the approval of many local government decisions and by funding - local government being heavily dependent on payments from the province. All of the major programs and specific services which local government provides to the people of Metropolitan Toronto are prescribed by the Province of Ontario.

The range of programs is wide and currently includes a variety of services pertaining to utilities, transportation, land use, health and welfare, education, culture and recreation, housing and community protection. Some of the services within these program areas are provided exclusively by area municipal level bodies, others exclusively by metropolitan-level bodies and others are shared between bodies at the two levels. The federation of local government in Metropolitan Toronto is thus not totally hierarchical; it has upper and lower levels but the two can and do act quite independently of each other in many matters.

The organization of local government in Metropolitan Toronto is very complex. There are six area municipalities, a metropolitan municipality

and a multiplicity of special purpose bodies and intergovernmental structures.

The six area municipalities are all organized in basically the same way. Each has a multi-purpose municipal corporation which is governed by an elected council with both legislative and administrative functions. Each council is headed by a mayor who holds an important, if ill-defined, position. Except in one area municipality, each council has a board of control or executive committee, which exercises substantial statutory authority. Each council also has standing committees which oversee the operation of the municipal departments which provide services to the public. The departments providing support services report to a board of control or executive committee or, where there is no such body, to full council. The area municipal corporations provide fire, health, parks and recreation, property, planning, works and other services through the employees of the municipality. None of the area municipal corporations has a chief administrative officer; their overall management and coordination rests with committees of elected officials.

Each area municipality has operational, regulatory and advisory special purpose bodies which are either mandatory or discretionary and which are governed by either elected or appointed representatives. Some of these bodies, such as boards of education, have relatively wide policy and program responsibilities. Others, such as community centre boards of management, have relatively narrow responsibilities. Councils exercise little or no control over some special purpose bodies. The advantages of special purpose bodies are primarily that "politics is kept out" of their activities, that they allow for citizen participation in their management and that they relieve their respective councils and municipal corporations of some workload. Their major disadvantages are that they add substantially to the complexity and fragmentation of local government, they diffuse accountability and they make coordination in local government difficult to achieve.

The organization of government at the metropolitan level mirrors that at the area municipality level. The major difference is that there are no directly elected representatives of the people (except

in the separate school system). Metropolitan council consists of a chairman, appointed by council, and 37 other members who are the mayors, controllers, executive committee members and certain aldermen elected to the six area municipal councils. The chairman, who is head of council and who occupies a unique and powerful position, is the only member with a metropolitan-wide mandate. Metropolitan council has an executive committee on which membership is also based on positions held at the area municipal level and which has similar statutory authority to a board of control. There are also standing committees which oversee the operation of line departments concerned with social services, emergency services, parks, works, roads and traffic and planning. The position of chief administrative officer has recently been established and all but one of the staff departments will shortly report to this position.

Most metropolitan level special purpose bodies are operational and regulatory and have varying degrees of autonomy. Some are more influenced and controlled by the province than by metropolitan council. Some exercise authority over special purpose bodies at the area municipal level. Each is unique and the major bodies have metropolitan-wide jurisdiction. Licensing, policing, public transportation and children's aid are all provided by special purpose bodies. The metropolitan school and library boards control to some extent the area school and library boards. There are also several community enterprise boards of management and promotional bodies with relatively narrow responsibilities. In general special purpose bodies at the metropolitan level facilitate the provision of uniform services to residents and offer the same advantages and disadvantages as those at the area municipal level.

Partly because of the large number of different government bodies in Metropolitan Toronto, there exists a variety of intergovernmental structures - inter-municipal, provincial-municipal, federal-municipal and federal-provincial-municipal - of which both elected officials and senior employees are members. A few of these bodies have legislative and executive authority but most are more informal, playing an important coordinating role in policy formulation, long and short-term planning and in the day-to-day operation of local government both within and also beyond the boundaries of Metropolitan Toronto.

Although local government in Metropolitan Toronto is more open to scrutiny and is more participatory than the senior levels of government, the way in which it actually operates is difficult to follow. In view of its complex organization structure this is not surprising. Within the limits of its authority and resources, each local government body has some autonomy but normally is required also to interact with many other local government bodies and the provincial government in order to perform its allotted functions. From many different sources, including individual citizens and other government bodies, it may receive inputs which range from specific and operational matters to those of general policy. It handles these inputs in a decision-making process generally characterised by time-consuming meetings, mounds of paper, the referral of items upwards and downwards within the structure, the multiple approval of decisions and the lack of a sharp distinction between the roles of elected officials and senior employees. However effective it may be, local government organization in Metropolitan Toronto is neither neat nor tidy.

SECTION ONE:

INTRODUCTION

INTRODUCTION

In Ontario, as elsewhere in Canada, local governments have no distinctive constitutional base. They are truly "creatures of the province" with their existence, authority, and responsibility being determined by provincial statutes - in the case of Metropolitan Toronto, primarily by The Municipal Act and The Municipality of Metropolitan Toronto Act. The powers provided to local government are both mandatory, functions which must be performed, and permissive, functions which may be performed at the discretion of the local government. While local government is essentially subordinate to the provincial government, it should not be regarded merely as an administrative arm of the provincial government. A local government has some, but never complete, autonomy. Furthermore, despite provincial predominance, there is a strong tradition of local government in Ontario.

A local government is responsible for the government of the inhabitants and residents of a prescribed territory. To establish it as a legal entity, to delineate its authority and responsibility and to ensure its continuity, it is incorporated on much the same basis as businesses are incorporated. In the metropolitan area there are seven multi-purpose local government bodies: the municipal corporations of Metropolitan Toronto, East York, Etobicoke; North York, Scarborough, City of Toronto and York. These are arranged in a two-level system with the metropolitan corporation having certain responsibilities for the whole of the metropolitan area and the others, or area governments, with essentially different responsibilities within their own territories. Other responsibilities are shared between the two levels. This arrangement is to some extent reflected in the elementary and secondary educational structure with a Metropolitan Toronto School Board and six area boards whose boundaries correspond to those of the municipalities. There are in addition a multiplicity of special purpose bodies many of which also have corporate status. Some, such as the Metropolitan Separate School Board and the Toronto Transit Commission, have a metropolitan-wide jurisdiction. Most are more limited and either have a functional responsibility for an entire municipality, such as a library board, or a specific responsibility within a municipality, such as a community centre board of management. Electors in the metropolitan area are entitled to vote for representatives on only the six area

government municipal councils, the six area school boards, the Metropolitan Separate School Board and, with certain exceptions, hydro/utility commissions.

The role of the Province of Ontario in local government in Metropolitan Toronto is profound. Its control and influence is exercised both directly and through its own special purpose bodies in three major ways: by statute, by approval of local decisions, and through funding.

The two major statutes applicable to Metropolitan Toronto, and already referred to above, are administered by the Ontario Ministry of Treasury, Economics, and Intergovernmental Affairs. Other provincial departments and special purpose bodies which exercise supervisory jurisdiction in municipal matters include, but are not limited to, the Ministry of Health, the Ministry of Community and Social Services, the Ministry of Education, the Ministry of Culture and Recreation, the Ministry of Transportation and Communications, the Ministry of the Environment, the Ontario Police Commission, and Ontario Hydro. Thus, for example, the Public Health Act administered by the Ministry of Health requires that a local board of health be established in each of the six area municipalities within the metropolitan area.

Many decisions taken at the area municipality and metropolitan municipal level also require the specific approval of the province - in particular, but not only, by the Ontario Municipal Board. This Board is a quasi-judicial and administrative body which is empowered to settle disputes between municipalities, between municipalities and their citizens and to approve municipal decisions involving both capital expenditure and most land use planning.

Local government in the metropolitan area, which funds itself by means of property taxes and other revenues such as license fees, is not financially self-sufficient and is heavily dependent upon transfer payments from the province in order to fund its activities. These payments are made in various ways by many provincial departments including through the use of conditional grants (i.e. monies earmarked for a particular purpose). A relatively small proportion

of the area municipality and metropolitan municipality budgets is therefore allocated totally at the discretion of the metropolitan, city, or borough councils.

Finally, a less obvious but significant link between the province and local government in the metropolitan area exists because not only is Metropolitan Toronto the largest population centre in Ontario but it is also the seat of government of the province. Formal and informal relationships between provincial and local government officials in the metropolitan area may not always be easy but they are bound to be close.

The British North America Act is generally acknowledged to assign responsibility for local government to the provinces and not to the federal government but this does not mean that the activities of the Government of Canada have no effect on local government. Indeed, in the metropolitan area they are felt in many ways. Approximately half of Canada's mail is handled in the metropolitan area by the Post Office. Toronto International Airport is under the jurisdiction of the federal Ministry of Transport. The Royal Canadian Mounted Police enforce certain federal statutes in the metropolitan area. The Downsview Air Base of the Department of National Defence and the Atmospheric Environment Service division of the federal Department of the Environment are both located within metropolitan boundaries. More significantly, the federal government deals directly with local government in the metropolitan area through such federal bodies as the Central Mortgage and Housing Corporation, the Toronto Harbour Commission, and the more recently established Ministry of State for Urban Affairs. The Central Mortgage and Housing Corporation has a significant role in the provision of housing and the funding of sewage systems. The Toronto Harbour Commission and the Ministry of State for Urban Affairs are active in a variety of ways, notably in the "Harbourfront" and related projects. In general, federal control and influence in metropolitan affairs is not jurisdictional or administrative but is achieved more through the federal government's own special programs delivered at the local level. As Canada becomes increasingly urbanized a growing federal impact on the metropolitan area appears inevitable.

When the two-level federation in Metropolitan Toronto was first established in 1953 it was regarded

as a pioneering effort and a major innovation in local government in North America which would serve as a model for other metropolitan areas. Although few other jurisdictions have chosen or been able to adopt the model, it still tends to be compared favourably with other forms of metropolitan government and receives regular examination and praise in both learned and popular journals in Canada and in the United States. Its severe critics allege that it is a cumbersome structure which has been unduly influenced by the property industry and unnecessarily controlled by the province. They suggest that it is a jurisdictional swamp and that if Metropolitan Toronto has been able to avoid many of the major problems experienced by other cities and is a good place in which to live, this is not necessarily because of the way in which its government has been organized. It is nevertheless generally regarded as a successful structure if judged by both its past achievements and by the access it permits its citizens. It is dynamic and it has changed substantially over the years but whether it is suitably structured to meet the needs of the future is uncertain.

SECTION TWO:

A BRIEF HISTORY

A BRIEF HISTORY

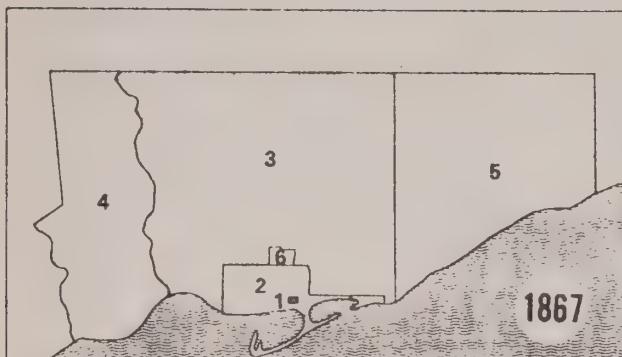
The present form of local government in Metropolitan Toronto must be seen in an historical context. The changes which have taken place, particularly during the last 25 years, do much to explain the current structure.

Toronto had its modern origins in the creation in 1793 of the Town of York as the seat of government and major military base of Upper Canada. The division of the southern part of the province into administrative regions placed the town in the County of York. The town was originally governed by appointed magistrates but as the non-governmental and non-military population grew so also did dissatisfaction with the magistrates. Accordingly, in 1834 it was incorporated (together with some surrounding urban and suburban areas) as the City of Toronto and the first council elections were held a few years later. The Townships of Scarborough, Etobicoke and York were incorporated in 1850.

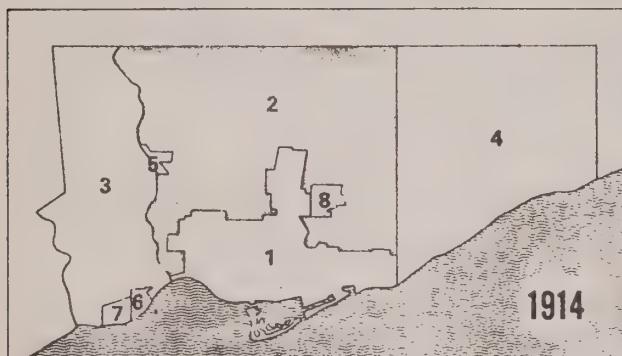
The population continued to increase and new communities such as Yorkville were established outside the City boundaries. (See Exhibit 1) By 1920 nearly all had been annexed by the City further adding to its population and territory. The price of such expansion was the provision of municipal services to these communities and it was high. Successive City councils, therefore, displayed little enthusiasm for additional annexation of the remaining and newly formed communities which soon included North York, East York, Forest Hill, Swansea and Long Branch. By 1930, the population of the City and its 12 suburban municipalities exceeded 800,000 persons and it was already a substantial metropolis.

The years 1930 to 1945 were depression and war years and were disasterous to municipal revenue. Much expenditure on municipal services was delayed and a backlog of projects accumulated. Despite reduction in expenditure most of the municipalities in the metropolitan area were having difficulty repaying capital debts and, after World War II, most found it difficult to borrow additional money to finance services.

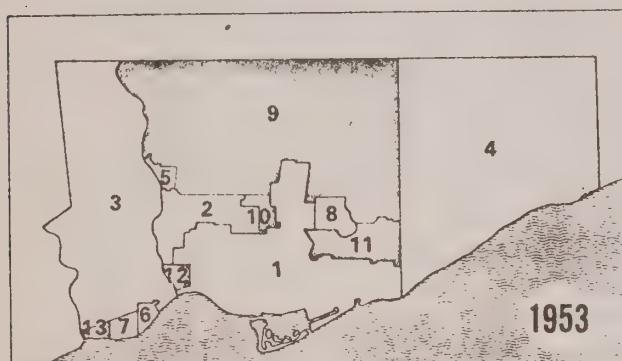
**EXHIBIT 1: MUNICIPALITIES - 1867-1967**



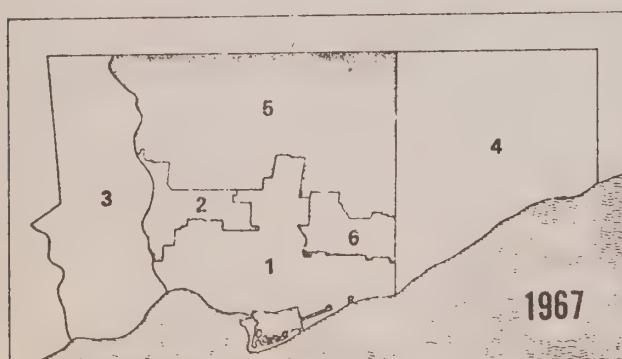
1867 1 Original Townsite (1793)  
 2 City of Toronto (1834)  
 3 Township of York (1850)  
 4 Township of Etobicoke (1850)  
 5 Township of Scarborough (1850)  
 6 Village of Yorkville (1853)



1914 1 City of Toronto  
 2 Township of York  
 3 Township of Etobicoke  
 4 Township of Scarborough  
 5 Village of Weston (1881)  
 6 Village of Mimico (1911)  
 7 Village of New Toronto (1913)  
 8 Town of Leaside (1913)



1953 1 City of Toronto  
 2 Township of York  
 3 Township of Etobicoke  
 4 Township of Scarborough  
 5 Town of Weston  
 6 Town of Mimico  
 7 Town of New Toronto  
 8 Town of Leaside  
 9 Township of North York (1922)  
 10 Village of Forest Hill (1923)  
 11 Township of East York (1924)  
 12 Village of Swansea (1925)  
 13 Village of Long Branch (1930)



1967 1 City of Toronto  
 2 Borough of York  
 3 Borough of Etobicoke  
 4 Borough of Scarborough  
 5 Borough of North York  
 6 Borough of East York

The post war population explosion accentuated the problem. By the late 1940's the 13 municipalities and a bewildering variety of school boards were struggling desperately to cope with the urgent need for improved water supply, sewage disposal, schools, and other services. The scene was perhaps set for a process of urban decay. Immigrants were settling in large numbers in the City and inner municipalities the residents of which (thanks partly to the automobile), were in turn moving to the other suburbs of Etobicoke, North York, and Scarborough which lacked essential services and which were unable to raise sufficient revenue from a property tax base which was primarily residential. The municipalities were competing with each other to attract industry, property taxes were rising, integration in policies and service delivery was sadly lacking and inter-municipal agreements were proving ineffective.

Various solutions were suggested. These included different forms of amalgamation into one municipality, a board of management for all 13 municipalities to administer major services, and some form of federated or metropolitan government. Initially, the City Council had opposed amalgamation fearing that the massive expenditures required to improve services in the suburbs would weigh too heavily on its taxpayers. Subsequently, however, with the realization that if amalgamation was forced upon it the City might lose power in relation to the suburbs, a change in decision was made and the City advocated amalgamation, thereby hoping to strengthen its position in the eventual outcome. When the City Council altered its position to favour amalgamation, this proposal was resisted, in turn, by the suburban municipal councils which would face dissolution. (In government, as elsewhere, institutional suicide is a rare phenomenon.) Inevitably, the matter was referred to the Government of Ontario and during 1950 and 1951 the Ontario Municipal Board, under the Chairmanship of Mr. Lorne Cumming, held public hearings to consider some of the proposals. The Board subsequently issued a report which rejected total amalgamation on the grounds that it would cause administrative confusion and increases in property taxes as well as, perhaps, producing a large centralized and insensitive bureaucracy. The Board also rejected the proposed board of management on the grounds that it would lack the power to ensure the effective administration of essential services.

Instead, the Cumming Report<sup>1</sup> (as it was soon known) recommended a two-tier municipal-federal system not unlike the division of responsibilities between county councils and local municipal governments in other parts of the province. Specifically, it proposed a joint central authority or metropolitan council consisting of representatives from the municipal councils. This body would have responsibility for certain metropolitan-wide services, the local governments would be retained for the provision of local services and certain services would be shared. The Cumming Report also recommended that the metropolitan council have certain responsibilities (mainly of financing and transportation) in elementary and secondary education.

Despite opposition from all but one of the 13 municipalities, the Government of Ontario quickly accepted most but not all of the recommendations contained in the report and in April 1953 "The Municipality of Metropolitan Toronto Act" was passed. On January 1, 1954, the new structure became operational with the Municipality of Metropolitan Toronto being responsible for a variety of key activities including property assessment, debenture borrowing, the administration of justice, health programs, and certain utilities and transportation services. Membership on the 24-person Metropolitan Council was shared equally by the City and the suburban municipalities with the Chairman, initially appointed by the Government of Ontario, being elected by Council. The Government of Ontario rejected the recommendations pertaining to education. Giving a municipal council control over education would have been contrary to established policy and practice and instead the Act provided for some consolidation of the existing school boards and the creation of a Metropolitan Toronto School Board with responsibility for coordinating and controlling the operating and capital expenditure of the 11 boards in the metropolitan area. By separate legislation, the responsibilities of the Toronto and Suburban Separate School Board were widened and it was renamed the Metropolitan Separate School Board. The responsibilities of the Toronto Transportation Commission were also broadened to include the whole metropolitan area and it was renamed the Toronto

1. *Decisions and Recommendations of The Ontario Municipal Board* (Toronto: Queen's Printer, 1953).

Transit Commission. No change was made in a number of other services including policing, fire protection, and libraries which conceivably could have been consolidated at the metropolitan level. The Act did, however, provide for the establishment of a Metropolitan Toronto Planning Board which was required to prepare an official plan for the development of not only the metropolitan area but also nearly 500 square miles of the surrounding "fringe" municipalities.

The above changes in the structure of local government were very fundamental and far reaching. For the first time in the province a large urban area was grouped with semi-rural and rural areas and the notion of an integrated socio-economic hub and its hinterland was implemented. The changes made must also be regarded as highly successful if judged by the achievements of the decade which followed. During this period there was concentration on the provision of physical services. Borrowing could now be backed by the whole wealth of Metropolitan Toronto (and especially the City) and this made possible much needed expenditure by both the metropolitan and local municipalities on water supply, sewage disposal, public transportation, and roads and traffic management. The two school boards at the metropolitan level, likewise, were able to assist in bringing about general improvements in education. The coordination and equalization of services in the metropolitan area were further enhanced in 1957 by additional consolidation in the structure of government. In that year the Metropolitan Toronto and Region Conservation Authority was established to conserve and develop for recreation the valleys of the streams and rivers entering Lake Ontario in the metropolitan area. The 13 local police forces in the metropolitan area were unified under the Metropolitan Board of Commissioners of Police. Responsibility for the licensing of businesses was transferred to Metropolitan Council and a Metropolitan Licensing Commission was created. The value of such special purpose bodies - regulatory, operational, or advisory - rested mainly in their ability to provide service of uniform and high standard to the people of Metropolitan Toronto. They were not, however, usually directly accountable to these people. Furthermore, what was perhaps less clear at this time were the unique characteristics of many and the special relationships which were established for each of them.

with both the metropolitan municipality and the local municipalities as well as the provincial and federal governments. Special purpose bodies were also being established at the city and borough levels of government. From the point of view of the citizens the two-level system in Toronto was making government not only more effective but also more complex.

Like most federations that in Metropolitan Toronto was at times an uneasy arrangement. The system had proven successful but problems persisted. The needs of the City and inner boroughs differed from those of the outer boroughs. Financial disparities remained particularly in education. The population of the outer boroughs was growing much faster than in the inner municipalities and the question of fair representation on Metropolitan Council was raised. At the time of its formation there had been a tacit understanding that the structure of government in Metropolitan Toronto would be reviewed at some point in the future. A review in 1961<sup>2</sup> resulted in no changes being made but in 1963 the Government of Ontario appointed a Royal Commission, under the direction of Mr. Carl Goldenberg, to examine the situation. Two years later, the Goldenberg Report<sup>3</sup> was released. It recommended consolidation of the area into four cities (Toronto, Etobicoke, North York and Scarborough), the transfer of additional responsibilities from the city and borough level to the metropolitan level of government and further reorganization of the elementary and secondary educational structure.

Again, the Government of Ontario accepted some but not all of the recommendations made to it. In 1967, after considerable deliberation, the number of municipalities was reduced, not to four but to six - the City of Toronto and the Boroughs of East York, Etobicoke, North York, Scarborough, and York. The

2. *A Report on Metropolitan Toronto (Province of Ontario, Department of Economics, 1961).*
3. *Report of The Royal Commission on Metropolitan Toronto (Toronto: Queen's Printer, 1965).*

Metropolitan Council was increased in size from 25 members to 33 members and henceforth consisted of the Chairman, 12 members from the City Council and 20 from the five borough councils which would now have an absolute majority. A number of additional services were transferred to the Metropolitan Corporation from the area municipalities including garbage disposal and some health and welfare programs such as day care centres and nurseries. The Metropolitan Council was also made responsible for the supervision of an area-wide ambulance service. The Metropolitan Toronto Library Board was established to coordinate metropolitan area library services and to provide reference libraries. The Metropolitan Council was made responsible for the Canadian National Exhibition. The administration of justice and air pollution control were transferred from the metropolitan level to the Province of Ontario at this time but on balance the upper-tier government was strengthened. There was a similar shift in power in education. The Metropolitan Toronto School Board was given greater responsibility for capital and operating expenditure through the establishment of a metropolitan-wide tax rate which further reduced disparities in educational financing. The number of school boards was reduced from eleven to six the boundaries of which coincided with those of the area municipalities. The suburbs were also granted greater representation on the Metropolitan Toronto School Board.

The 1967 restructuring of local government in Metropolitan Toronto was consistent with earlier developments and represented no change in philosophy on the part of the Government of Ontario. The restructuring itself appeared to meet the needs of the times and can probably be regarded as successful even though the achievements of local government in Metropolitan Toronto were somewhat less visible or tangible than they had been during the first 14 years of the existence of the metropolitan system. During the period from 1967 to the beginning of 1975 the population of the metropolitan area increased substantially to exceed 2 million persons with by far the largest gains occurring in North York and Scarborough. The resulting extensive residential (and to a lesser extent commercial and industrial) development in the suburbs consumed virtually all of the remaining raw land in the metropolitan area. Expenditure on physical services during this period began to decrease as a proportion of total expenditure as major road, sewer, and school building programs

were completed. Urban sprawl continued to spill over outside the metropolitan boundaries in what were to become the Regional Municipalities of Durham, York, and Peel. Public transportation was improved but remained a key concern affecting as it does overall development, private transportation, expressway construction, and neighbourhood living. By 1975, in terms of the physical infrastructure necessary to sustain its residents, Metropolitan Toronto had made great advances and achieved a fair measure of maturity.

During this period relatively few major adjustments were made by the province in the assignment of responsibility to and the organization of local government in Metropolitan Toronto. Property tax assessment, for example, was transferred to the province. The Metropolitan Toronto Planning Board was dissolved and replaced by a standing committee and a department, the jurisdiction of which was limited to the metropolitan area. In 1975 representation on Metropolitan Council was again adjusted to reflect changes in population, the Council being enlarged to 38 members with the additional five seats going to North York, Scarborough, and Etobicoke. Housing was emerging as an issue and Metropolitan Council was given formal authority to develop a metropolitan-wide housing policy with which area municipality housing policies were required to conform.

If developments in Metropolitan Toronto between 1967 and 1975 were predictable they were not always uneventful. Neither did they ensure an untroubled future. Indeed, several major changes began to take place during this period which have affected and which will continue to affect local government in the metropolitan area. First, there has been a shift in emphasis from "hard" to "soft" services by local government. The capital construction required to support the physical services has for the most part been completed and attention has now moved to welfare, health, protection, housing, recreational, and other similar programs. Second, there has been greater "grass roots" involvement in local politics through elected officials on councils and on school boards, through citizens appointed to serve on special purpose bodies, and through citizen groups and citizens at large. Third, there is an increased emphasis on the formulation of policy at the local government level. No longer are elected officials

at the local government level content to simply deliver programs and services which are in accord with the policies set by the Government of Ontario or the Government of Canada. Fourth, the three preceding changes have resulted in greater recognition of the interdependency of many issues which are dealt with at the local level. The interrelationship of programs is being better acknowledged. Priorities are being set and the wide ramifications of major building developments (for example, the Eaton Centre) are being examined in ways quite different from those of 15 years previously. Fifth, Metropolitan Toronto is again facing financial difficulty. Local government expenditures are increasing at a faster rate than revenue.

In addition to these (and no doubt other unforeseen) challenges which will face local government in Metropolitan Toronto and hence the Province of Ontario, there remain a number of perpetually debated and unresolved issues. They are complex but can be simply stated in the form of two questions: "What, if any, change should be made in the balance of power between local government in Metropolitan Toronto and the provincial government?", and "What, if any, change should be made in the balance of power between the metropolitan-level and area municipal levels of local government in Metropolitan Toronto if, indeed, the continued existence of two levels is appropriate?"

SECTION THREE:

WHAT LOCAL GOVERNMENT DOES

WHAT LOCAL GOVERNMENT DOES

Before examining in detail the current structure of local government in Metropolitan Toronto, it is desirable to review briefly its responsibilities for providing services to residents. Only if we understand what it is and is not intended to do, can any sound judgment be made as to how appropriately it is organized.

Local government in Metropolitan Toronto provides a wide variety of services or public programs. The majority are prescribed and undertaken in accordance with The Municipal Act, The Municipality of Metropolitan Toronto Act, and a number of other provincial statutes; others are discretionary. Disregarding the assignment of responsibilities to the metropolitan municipality, area municipalities or special purpose bodies, it is possible to classify local government services in nine major program areas: utilities, transportation, land use, health and welfare, housing, education, culture and recreation, protective services and promotion. Exhibit 2 shows how these program areas comprise the more specific services which local government in Metropolitan Toronto provides for its residents.

The program responsibilities of local government are indeed wide. They are not, however, comprehensive. Local government has no prescribed jurisdiction at all in certain areas of government activity which are of fundamental importance. Some omissions such as manpower and immigration are obviously going to be exercised by the federal or provincial governments. Others, such as the administration of justice and property assessment, are less obvious and could involve local government - in fact, both have in the past. Furthermore, within those program areas for which local government has responsibility, there are no full ranges of services provided. Local government has a mandatory responsibility for public health services but not, for example, for health insurance which is handled at the provincial level of government. It has responsibility for elementary and secondary education but not for post-secondary education as provided through community colleges and universities. In some of these program areas, local government is

EXHIBIT 2: PUBLIC PROGRAMS AT THE LOCAL GOVERNMENT LEVEL

<u>Program Area</u>	<u>Services</u>
Utilities:	Water supply; electricity supply; sewage collection; treatment and disposal; garbage collection and disposal.
Transportation:	Public transportation; road construction and maintenance and traffic control; operation of public parking lots.
Land Use:	Planning and subdivision approvals; land use zoning; development control.
Health and Welfare:	Public health services; chronically ill and convalescent hospitals; ambulance services; welfare administration.
Housing:	Homes for the aged; elderly persons housing; low rental family housing.
Education:	Elementary and secondary schooling.
Culture and Recreation:	Parks and recreation centres and programs; libraries.
Protection:	Policing; licensing; fire services; emergency measures; building and construction licensing; animal control.
Promotion:	Tourism and convention promotion; industrial development.

not permitted activity. In others it may exercise its own discretion. For example, although it has no mandatory responsibility for environmental control programs other than through the provision of utilities services, a municipality may choose to involve itself in the control of outdoor signs and advertising or the recycling of newspapers and pop cans. Finally, and as has been stated, local government authority is substantial but never supreme even for those services for which it does have a clear and mandatory responsibility.

The major developments in the structure and assignment of responsibility within local government in Metropolitan Toronto have been dealt with in the short history in Section Two of this paper. Currently, the assignment of services to the different levels and units of local government in the metropolitan area is as follows:

EXHIBIT 3: EXCLUSIVELY AREA MUNICIPAL LEVEL RESPONSIBILITIES

Retail distribution of electricity  
Operation of public parking lots  
Land use zoning  
Public health services  
Marriage licensing  
Fire services  
Building and building construction licensing

EXHIBIT 4: RESPONSIBILITIES SHARED BY BOTH THE AREA AND METROPOLITAN MUNICIPAL LEVELS

Water Supply: The metropolitan municipality purifies the water and acts as a wholesaler to the area municipalities who then distribute it to residents.

Sewage: The area municipalities provide the collection sewer lines; the metropolitan municipality provides the trunk lines and treats the sewage.

Garbage: The area municipalities collect garbage. The metropolitan municipality disposes of it.

Road Construction, Maintenance and Traffic Control:

Expressways, major arterial roads, and traffic lights are the responsibility of the metropolitan municipality. Minor arterial roads, local streets, sidewalks and street lighting are area municipal responsibilities. Traffic regulations, crosswalks, markings, bridges, grade separation, snow removal and street cleaning are the responsibility of the government in whose jurisdiction the road lies.

Planning: Planning and subdivision approval are shared responsibilities. Theoretically, area municipal plans are prepared in accordance with an overall metropolitan plan. Some area municipalities have registered official plans but the metropolitan municipality has not.

Elderly Persons Housing and Low Rental Family Housing:

Responsibility for the development of housing policy is also shared.

Elementary and Secondary Education:

Responsibility for obtaining revenue, allocating funds, and capital projects rests at the metropolitan level with the Metropolitan Toronto School Board. The area school boards operate their school systems within the approved budgets. The Metropolitan Separate School Board has both sets of responsibilities for separate school supporters.

Parks and Recreation Centres:

The area municipalities provide neighbourhood parks, playgrounds, swimming pools, community centres, and recreation programs. The metropolitan municipality controls regional parks and golf courses and through special purposes bodies, the Zoo, the Canadian National Exhibition, the O'Keefe Centre, and the Royal Agricultural Winter Fair.

Libraries:

The Metropolitan Toronto Library Board provides central public library reference facilities and coordination of the six area library boards which provide neighbourhood libraries.

EXHIBIT 5: EXCLUSIVELY METROPOLITAN MUNICIPAL LEVEL RESPONSIBILITIES

Public transportation (through the Toronto Transit Commission)

Chronically ill and convalescent hospitals

Homes for the aged

Ambulance services

Welfare administration including public assistance payments

Policing (through the Metropolitan Board of Commissioners of Police)

Licensing of businesses (through the Metropolitan Licensing Commission)

Emergency measures

Tourism and convention promotion and industrial development (through the Convention and Tourist Bureau of Metropolitan Toronto and the Toronto Area Industrial Development Board, respectively)

There are thus a number of shared public services and programs in which the metropolitan level and area municipal level bodies both have jurisdiction and also different services peculiar to either the metropolitan level or the area municipal level. This distinction is important. In some respects the structures at the two levels have quite different responsibilities and, contrary to much popular opinion, the two-level local government system in Metropolitan Toronto is not altogether a hierarchical system with the lower level of government being subordinate to the upper level in all it does. In many matters the two levels can and do act rather independently of each other.

In addition to the delivery of services to the public indicated above, there are many other functions performed by the metropolitan and area municipalities and by special purpose bodies. Most of these are the administrative support services required to sustain their operation - such as personnel, finance and legal services. Others - although not normally regarded as public services - are of more direct interest to the residents of Metropolitan Toronto. These include debenture financing. Subject to the approval of the Ontario Municipal Board, the Metropolitan Corporation does all the borrowing of money required for capital expenditure by the area municipalities, the Metropolitan Toronto School Board, and other special purpose bodies. Similarly, the area municipalities are responsible for the preparation of voters lists, the administration of all civic elections, and the collection of property taxes.

SECTION FOUR:

HOW IT IS ORGANIZED

HOW IT IS ORGANIZED

There are a variety of ways of analyzing and describing local government. In this paper it has been approached from the point of view of the resident of Metropolitan Toronto in the interests of making the description both clear and meaningful to the reader.

Local government in the metropolitan area comprises the six area municipalities, the metropolitan municipality, the special purpose bodies at both these levels of local government as well as a handful of provincial-municipal, federal-municipal and federal-provincial-municipal special purpose bodies. Although not all relate to each and every resident of Metropolitan Toronto the system is nevertheless complex. The individual resident can only be excused if at times he is uncertain as to who is responsible for what.

Territories are an essential ingredient of local government and the municipal boundaries within the metropolitan area underlie the organization of its local government. All six municipalities are divided into wards and most elected officials are elected on a ward basis. Some, however, are elected on a municipality-wide basis and yet others (in the separate school system which is metropolitan-wide) on the basis of trustee wards which are composites of municipal wards. Civic elections are held every two years. From a slate of candidates, which is theoretically unlimited in number, qualified electors are given the opportunity to vote for representatives in different categories in local government. An elector who is a public school supporter in North York, for example, can cast up to nine votes. Depending upon the municipality of residence and whether a voter is a public or separate school supporter, this varies from a minimum of five to a maximum of ten votes. These are substantial numbers when one considers that the same elector has but one vote and hence one elected representative in each of the provincial and federal governments. The numbers also partly explain why civic elections are sometimes referred to as name recognition contests.

Further examination of the electoral system in the metropolitan area indicates that all qualified electors may vote for a candidate for the position of mayor in their municipality. Between two and four controllers are also elected at large in each municipality except in the City of Toronto, which has an executive committee not a board of control, and in East York which has neither an executive committee nor a board of control. Either one or two aldermen, who are elected on a ward basis, represent each ward in each municipality. Public school trustees - again one or two per ward - are also elected to represent each ward on the school boards in all of the six municipalities. Qualified electors who are separate school supporters may each vote for a representative on the Metropolitan Separate School Board on the basis of trustee wards which are composites of municipal wards, there being 21 trustee wards in the metropolitan area. Separate school supporters also elect a representative on their appropriate (public) school boards, each board having two such representatives except for the City of Toronto which has three. These representatives are also elected on a composite ward basis. Finally, two hydro/public utility commissioners are elected at large in each municipality except in the City of Toronto and in York. The City of Toronto has appointed not elected representatives on its hydro commission; in East York the provision of electricity is handled through the municipal corporation. The resulting representation is shown in Exhibit 6.

EXHIBIT 6: DIRECTLY ELECTED REPRESENTATIVES

City or Municipality	Population (1971)	East York	Etobicoke	North York	Scarborough	Toronto	York
Number of Wards	4	5	14	12	11	11	8
Mayor	1	1	1	1	1	1	1
Controllers	none	4	4	4	none	2	
Aldermen	8	10	14	12	22	22	8
Hydro/Utilities Commissioners	2	2	2	2	none	none	
Area School Board Trustees	8	10	14	12	22	22	8
Separate School Reps.	2	2	2	2	3	3	2
Totals	21	29	37	33	48	21	

These 189 positions plus the 21 separate school trustees constitute the total elected representation in local government in Metropolitan Toronto.

#### A. AREA MUNICIPALITY ORGANIZATION

All six area municipalities are organized in basically the same way. This is not surprising. Their structure is to some extent prescribed by The Municipal Act and The Municipality of Metropolitan Toronto Act and all have largely identical responsibilities. Each municipality has a municipal corporation. Each municipal council has a mayor and aldermen. Except for East York, each council has a board of control or executive committee. Standing committees of council are formed to oversee some of the municipal corporation's activities which are organized on a departmental basis. Each municipality has special purpose bodies created at its own discretion and a statutory core of identical special purpose bodies. Two of the principal types of special purpose bodies are the (public) school boards which all six municipalities are required to have and the hydro/utilities commissions which five of the area municipalities have. The overall structure of local government at the area municipality level is depicted in general fashion in Exhibit 7. Organization charts for each are contained in the appendices.

##### , Municipal Council

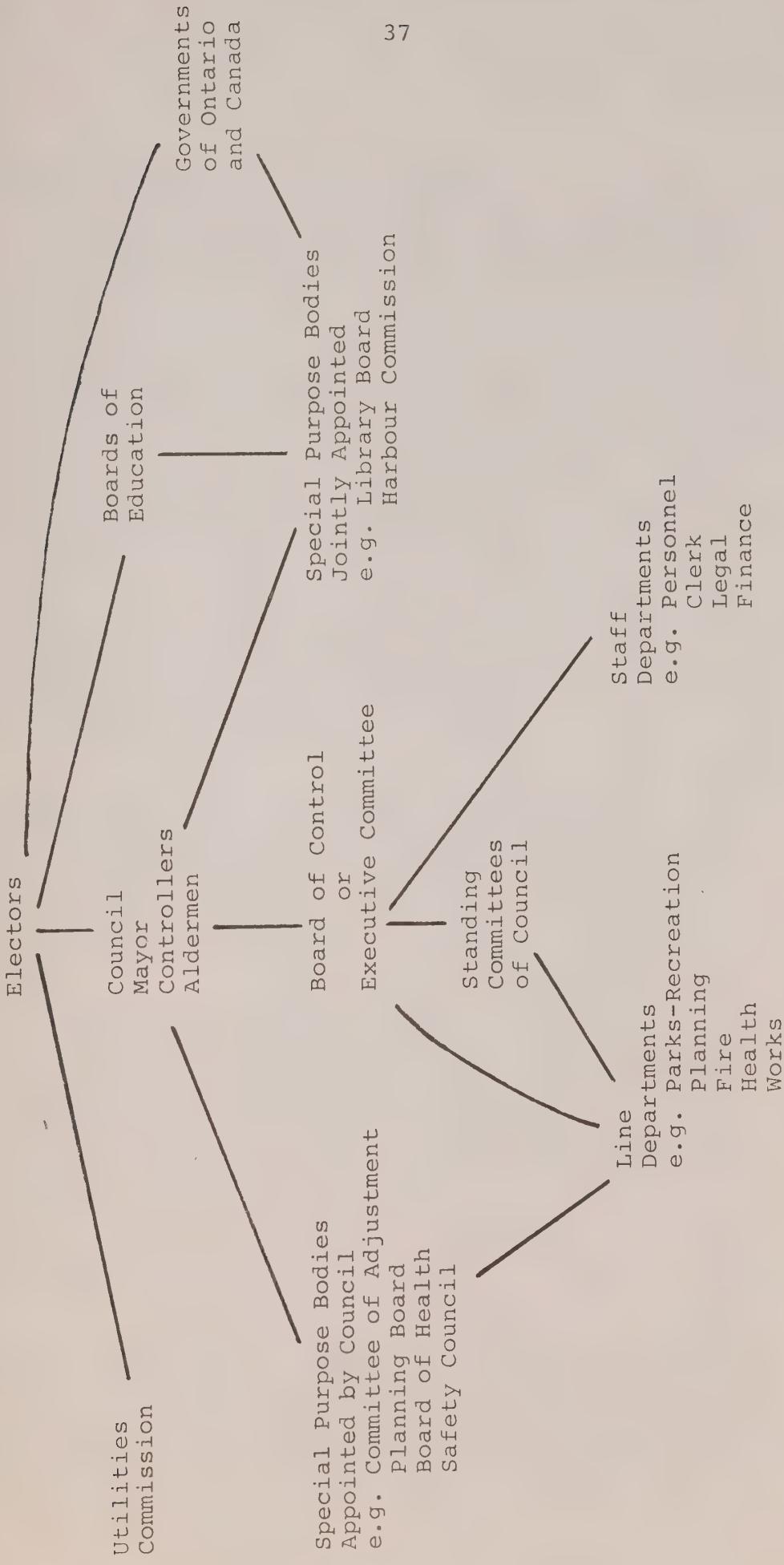
A municipal council consists of the mayor, controllers (where applicable) and aldermen. It has both legislative and administrative functions. In so far as overriding federal and provincial statutes permit, council makes laws by developing policies and adopting by-laws and resolutions based on these policies. Either as a whole, or through a board of control or executive committee, it then administers these laws by instructions given to the civic servants who comprise the employees of the municipal corporation. Although a municipal council cannot legally delegate decision-making authority to its civic servants, it does so in practice.

##### , Mayor

A mayor is the head of council. He is required to preside at council meetings and preserve order at these meetings and can call special meetings

EXHIBIT 7: BASIC AREA MUNICIPALITY STRUCTURE

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of council. In those municipalities with a board of control he also acts as head of board of control and presides at its meetings. In the City of Toronto the mayor performs the same role for its Executive Committee.

The mayor's other rights and duties are not precisely defined as is apparent from the description of them in The Municipal Act. This states that it is the mayor's duty

- "a. to be vigilant and active in causing the laws for the government of the municipality to be duly executed and obeyed;
- b. to oversee the conduct of all subordinate officers in the government of it and, as far as practicable, cause all negligence, carelessness, and violation of duty to be prosecuted; and
- c. to communicate to the council from time to time such information and recommend to it such measures as may tend to the improvement of the finances, health, security, cleanliness, comfort and ornament of the municipality."

In addition, he can make proclamations calling for the dispersal of riotous assemblies within the municipality - a duty he is not often called upon to perform. More significantly, he sits ex-officio on all committees of council and is a member of the Metropolitan Council and various special purpose bodies and can therefore both influence them as well as council on their behalf. The role of the mayor is determined to a significant extent by the nature of the incumbent filling the position at any point in time. As a result of his personal abilities and skill the mayor can act as an effective or ineffective community and council leader but in that he lacks statutory executive authority he is not in practice permitted to play the role of chief executive officer. One has only to look at the six area municipalities in Metropolitan Toronto to see the differences in the style and approach of their mayors.

Board of Control/Executive Committee ✓

The boards of control in Etobicoke, North York, Scarborough, and York are important statutory bodies with considerable executive power. What they are permitted and required to do is more clearly stated than for the mayor. Boards of control prepare for submission to council the annual estimates of expenditure; call for tenders for material and supplies; prepare specifications for, and award, contracts; and have considerable decision-making authority in the selection, compensation and dismissal of the senior staff of the municipal corporation. The major decisions of a board of control may only be overruled by means of a two-thirds (2/3) vote of full council. Like the mayor, controllers serve on the Metropolitan Council and other municipal bodies, particularly on the standing and subcommittees of council. A board of control itself, however, is not like any other committee. It is, in fact, an executive committee elected at large.

Two of the area municipalities do not have boards of control: The City of Toronto has an executive committee comprised of the mayor and four aldermen elected by council, only aldermen placing first in each of the 11 wards being eligible. Its role and authority are substantially the same as that of a board of control. (The major differences perhaps are that because the executive committee members are not elected at large, they may have the interests of their wards closer to heart and do not display the same tendency to compete with the mayor as some controllers do). Executive committee members serve on Metropolitan Council. East York has a relatively small council and has chosen to have neither an executive committee nor a board of control. Full council exercises the authority of a board of control or executive committee.

Committees of Council ✓

The area municipalities in Metropolitan Toronto have all established standing committees of council. Each is normally chaired by an alderman (i.e., not a mayor, controller or executive committee member) and always consists of council members including, where applicable, a controller or an executive committee member. These committees, which meet regularly, are

normally set up to oversee the operation of the line departments of the municipal corporation - those departments directly responsible for the provision of public services. These committees do not have statutory authority and a council will reorganize its standing committee structure from time to time as required. Each area municipality in Metropolitan Toronto currently has between three and six standing committees of this type with such titles as Parks and Recreation Committee, Works Committee, and Building and Property Committee. In East York, these committees report to council; in the other area municipalities they report to either a board of control or an executive committee and ultimately to council.

In addition to standing committees, area municipal councils also establish ad hoc and special committees and subcommittees of council. At any point in time there are usually many such advisory groups which are usually set up to address a particular and topical issue. They may include citizen members appointed by council. They have a limited life and normally submit a report to council, a board of control or an executive committee. They can and sometimes do play an important role in influencing the decision-making process in council. Examples of such ad hoc committees in the City of Toronto are The Core Area Task Force or the Mayor's Task Force on the Status of Women

#### /Area Municipality Administration

The area municipal corporations are multi-purpose bodies with a wide range of activities which are organized on a departmental basis. Their line departments are concerned with the provision of public services which justify the existence of municipal government. It is they who fight fires, collect garbage, clean the streets, maintain parks and perform the variety of other activities for which the area municipal corporations are responsible. The equally essential staff departments concerned with such activities as accounting, purchasing and personnel management provide the support services necessary for the operation of the municipal corporation. Each line and staff department is allocated (and to some extent, competes for) the resources it requires to perform its functions - people, money and equipment and materials. The administrative heads of the major departments are usually but not always called "commissioners". The

area municipal corporations do not, in practice, have a chief administrative officer appointed within the civic service. The staff department heads in Etobicoke, North York, Scarborough and York, report to the boards of control. Those in the City of Toronto report to the Executive Committee, and those in East York report to full council. The line department heads each report to their appropriate committee of council in technical and operational matters and also have a reporting relationship with their boards of control or executive committee, or in East York, full council.

A council is required by law to appoint auditors, a clerk, a treasurer, and a medical officer of health, (all of whose prime duties are prescribed by law) but it can otherwise set up its administrative structure as it sees fit. Since all area municipalities perform essentially the same functions they have, however, all organized in similar fashion. Each has between ten and fifteen departments with some commonality in department names and functions and some differences - there being more than 25 various departmental names currently used within the six area municipal corporations. These are listed in Exhibit 8. Each area municipality corporation has a health, works/public works, fire, clerk's, building(s)/building and plumbing, and a treasurer's/finance department. Five of the six have parks and recreation departments with East York having divided the parks and recreation functions into two separate departments. Five also have planning departments; in North York the planning and development functions are grouped together in one department. All have legal departments except Etobicoke which retains outside legal counsel. The larger four area corporations, which have more staff, have separate personnel departments. York, which has no hydro commission, is unique in having a department of the municipal corporation responsible for the provision of electricity. The functions of departments are contained in the appendices.

The variations in administrative structure among the six area municipal corporations reflect their current perception of how their resources should best be organized to meet their needs. The detailed departmental structure of each is normally of little consequence to the resident as long as the services provided by the municipal corporation, however, organized, are of satisfactory quality and cost and provided that he can gain access to the municipality

EXHIBIT 8: AREA MUNICIPALITY DEPARTMENTS

<u>Department Title</u>	<u>East York</u>	<u>Etobicoke</u>	<u>North York</u>	<u>Scarborough</u>	<u>City of Toronto</u>	<u>York</u>
Building(s)/Building & Plumbing	x	x	x	x	x	x
Clerks	x	x	x	x	x	x
Fire	x	x	x	x	x	x
Health	x	x	x	x	x	x
Treasurers/Finance	x	x	x	x	x	x
Works/Public Works	x	x	x	x	x	x
Legal/Law	x	x	x	x	x	x
Parks & Recreation	x	x	x	x	x	x
Planning	x	x	x	x	x	x
Personnel	x	x	x	x	x	x
Property/Munic.		x			x	
Property/Real Estate			x		x	
By-Law Enforcement			x		x	
Development				x	x	
Audit				x	x	
Engineering			x		x	
Housing					x	
Hydro Systems						x
Parks						x
Personnel & Public Relations						x
Planning & Development					x	
Purchasing & Supply					x	
Recreation						x
Traffic						x

when necessary, i.e., can find out who within the municipal corporation is responsible for a particular activity. One way or another each area municipal corporation organizes itself so as to provide the services listed in Exhibits 3 and 4, with the important exception of those which are provided through special purpose bodies at the area municipal level.

#### Area Municipality Special Purpose Bodies /

Generalizing about special purpose bodies at the area municipal level of local government in Metropolitan Toronto is difficult. There are not only many such bodies, but they vary considerably by whatever standards they are analyzed or judged.

Some special purpose bodies are established by provincial legislation and are mandatory at the municipal level. Others are established by the municipal council itself by the passing of a by-law. Special purpose bodies should not be confused with committees of council. They are, to varying degrees, different from committees of council with the municipal corporation sometimes exercising little, if any, influence or control over the special purpose bodies' activities, financing or personnel. Some special purpose bodies enjoy a high degree of autonomy and operate independently of the municipal corporation though not, of course, of the provincial government. Special purpose bodies may be operational in that they are responsible for specific services to the public, they may be regulatory in that they control some public activity or they may be purely advisory. Some are governed by officials who are directly elected by the public, others by citizens and/or members of council who are appointed to the positions by council, by the provincial government and its special purpose bodies, by (in one instance) the federal government and by other organizations such as other area municipal special purpose bodies. Those officials serving on special purpose bodies do not necessarily receive remuneration for their activities. Some bodies have their own administrative staff; others rely on the municipal corporation administration to provide the resources necessary for their operation. Some are financially self-sufficient in that they raise money through their own operation; others are dependent on the municipal corporation and/or the provincial government for funding. The list of special purpose bodies is long and is contained in Appendices VIII to X.

There are probably two major reasons for their existence. One is to remove certain local government functions from "politics" by placing them under organizations which are not directly under control of elected councils. The other is to relieve the councils of the administrative burden associated with dealing with a reasonably self-contained function which does not relate closely to the major services delivered by the municipal corporation itself. The disadvantages of special purpose bodies are that by their very existence they make local government diffuse and therefore complex. With many separate bodies, decision-making and authority are fragmented and coordination in policy-making and program delivery is difficult to attain. The citizen tends to hold council accountable for the performance of special purpose bodies over which it may have little or no real control.

Dealing first with those special purpose bodies which have a relatively wide responsibility for both policy-making and program delivery and then those with a much narrower program responsibility and an advisory role, special purpose bodies at the area municipal level of government may be described briefly as follows:

#### Boards of Education

Each of the area municipalities is required to have a board of education responsible for the operation of public elementary and secondary schools within the municipal boundaries. Each board has its own elected representatives (the trustees, who in turn elect their own chairman) as well as its own administration and own property. Each board has its own "director of education" who acts as chief executive officer. Through the Metropolitan Toronto School Board, each board of education is funded by both property taxes and formula-based provincial grants. Particularly in matters of finance each area school board is thus subordinate to the Metropolitan Toronto School Board. Each is also subordinate to the provincial government in that it is required to adhere to various laws and regulations regarding its curriculum, the education materials it uses, its school buildings, the credentials of its teachers, and its overall spending.

Arguments regarding the autonomy of the boards of education in the area municipalities concern their relationship with the Metropolitan Toronto School Board and the provincial government not the area municipal councils. In relation to the council and municipal corporation a board of education is, in its own field, supreme. In matters of education the area municipal corporations exercise absolutely no control over the boards of education. Even though the boards of education are to some extent financed through local property taxes, this independence applies to their funding: the area municipal councils have no voice in determining the volume of property taxes collected within their jurisdiction to be spent on elementary and secondary education. (The entire operating budget of the six school boards in the metropolitan area exceeds the operating budgets of either the area municipal corporations or the Metropolitan Corporation). The boards of education, are the most significant and powerful special purpose bodies at the area municipal level.

#### Area Library Boards

The Ontario Public Libraries Act requires that each area municipality have a library board responsible for the operation of the municipal library system. Traditionally concerned with the printed word, these area library boards (partly through the Metropolitan Toronto Library Board) now offer a variety of media to users and also classes and group activities in the arts and crafts. Each board consists of members appointed by area municipalities, has corporate status, a chief executive officer, known as a "chief librarian", and its own administrative structure. An area library board is financed by both the provincial government and the appropriate municipal corporation but, unlike school boards, it is less independent of the municipal council from which it requests rather than requisitions funds and which also reviews its activities.

#### Hydro/Utilities Commissions

East York, Etobicoke, North York and the City of Toronto have hydro-electric commissions responsible for the retail marketing and distribution

of electricity within their municipal boundaries. Scarborough has a public utilities commission responsible for both electricity and water. Two commissioners are elected at large to serve on the board, together with the respective mayor, on each of the commissions in East York, Etobicoke, and North York. Because of its size more than for any other reason, the City of Toronto is different. Its commission comprises the mayor, one citizen member appointed by the Council Executive Committee and one citizen appointed by Ontario Hydro. All the commissions have their own administrative structure and are financially self-sufficient, the charges they make for electricity (and where appropriate, water) cover their operating costs. They have a dual reporting relationship to the municipal council, which must approve their capital expenditure plans, and to Ontario Hydro which oversees their pricing, financial and accounting practices. In practice, the municipal councils exercise little influence or control over these commissions; the influence of Ontario Hydro, however, is considerable. There is no metropolitan-level special purpose body concerned with the provision of electric power.

#### Public Health Boards

Provincial statute requires that each area municipality have a board of health, the powers and duties of which are also largely prescribed by the provincial government. These include the inspection of lodging houses and business premises (such as restaurants), water and sewage quality control and the provision of nursing and school dental services. The board comprises citizen members appointed by council and sometimes members of council, as well as a medical officer of health appointed by either the council or the Board with the approval of the province. The medical officer of health supervises the operation of the administration which is regarded as a department of the municipal corporation, at least for budgetary purposes. Because of provincial control and influence in health services the municipal corporation has only limited power over the board and department of health.

## Planning Boards

Planning boards are created under The Planning Act, a provincial statute. All six area municipalities have such boards each of which is required to prepare and review an overall land use and community plan for the municipality. This plan must conform to any metropolitan-wide plan adopted by the Municipality of Metropolitan Toronto. Each area planning board is comprised of citizen members appointed by council and a minority of council members. Like boards of public health, the administration of a planning board constitutes a department of the municipal corporation. Unlike boards of public health, however, the role of a planning board is advisory rather than executive or operational. It can only make recommendations to council which may or may not adopt the proposed plan as "official" and which council is not required to implement even if it adopts the plan as official. The decision-making authority regarding an overall plan, the subdivision of land, zoning and other parts of the planning approval process (which is exceedingly complex) rests less with the planning board than with council, the provincial government and other special purpose bodies at both the provincial and municipal levels.

Despite differences in function, composition, funding, administration and degree of autonomy, the boards of education, library boards, hydro/utilities commissions, public health boards and planning boards all have general responsibility for policy formulation at the area municipal level of government in Metropolitan Toronto. Special purpose bodies with relatively narrow program responsibilities and which do not make policy to any significant extent may now be considered.

## Quasi-Judicial Bodies

There are three types of special purpose bodies at the area municipal level of government which are quasi-judicial and perform regulatory functions: committees of adjustment, courts of revision and property standards appeal committees.

The Planning Act of Ontario requires that each area municipality have a Committee of Adjustment with authority to permit severances and minor variances from zoning by-laws passed by council providing that "the general intent and purpose of the by-law and of the official plan is maintained". Each Committee of Adjustment consists of citizen members appointed by council. Council does not have to approve and may not overrule a decision of a committee of adjustment but may appeal any such decisions to the Ontario Municipal Board - as may the applicant originally requesting the variance or any other interested party. Each of the area municipalities has a Court of Revision comprised of citizen members appointed by council and responsible for the review of appeals against municipal corporation tax levies under the Local Improvement Act. All area municipalities except York also have Property Standards Appeal Committees, comprised of citizen members appointed by council which review by-law enforcement decisions made by the municipal corporation regarding both residential and non-residential property. In York, council itself reviews enforcement decisions made in accordance with its "Good Housekeeping" by-law. Administrative support for the Committees of Adjustment, Courts of Revision and the Property Standards Appeal Committees is provided by the municipal corporation but all three operate independently of their respective councils.

#### Community Centre Boards of Management

The area municipal corporations own and operate community centres such as arenas, clubs and recreational facilities. In order to provide for the general management of such centres (and qualify for the appropriate provincial conditional grants), boards of management are established by council - either for each centre (as in the City of Toronto) or one for all centres (as in Etobicoke). These boards of management consist of both members of council and citizen members appointed by council. Their decision-making role is performed within the general policies of council and its standing committees and is limited to the centre or centres for which they are responsible. The line and staff departments of the municipal corporation actually carry out the operation, maintenance and other necessary activities associated with the centres.

## Advisory Special Purpose Bodies

All the area municipalities except Scarborough have special purpose bodies which are advisory. They generally consist of citizen members and sometimes council members - the citizen members can be appointed by council, by other special purpose bodies, and by the advisory body itself. Their function is to advise council, through oral and written reports, in some relatively specific matter. Thus East York, Etobicoke and York have Safety Councils. Etobicoke, North York, the City of Toronto and York have similar bodies responsible for the preservation of historical buildings and sites within their respective municipalities. North York has an environmental control committee which is advisory. The influence of such bodies varies considerably; council is in no way obligated to act upon the advice it receives.

## Other Special Purpose Bodies

In addition to the above special purpose bodies, there are others which merit brief but specific mention in view of their importance in the organization structure of local government in the metropolitan area:

- (a) York and the City of Toronto each have Parking Authorities governed by citizens appointed by council and under the direction of a manager. These bodies are responsible for the operation of municipal parking facilities and are financially self-sufficient. They are a significant element in the organization structure in the metropolitan area concerned with transportation and, therefore, unlike the boards of management described previously, they have a wide impact.
- (b) The Toronto Harbour Commission is unique in that it is a joint federal-municipal body. It is responsible for the construction, maintenance and operation of harbour facilities and the Toronto Island Airport, the control of shipping and small craft, harbour policing and life-guard services. It is comprised of three citizen members

appointed by the City of Toronto council and two members appointed by the federal government (one of whom is nominated by the Metropolitan Toronto Board of Trade). It has its own managerial and administrative structure and is self-supporting, deriving funds from harbour tolls, shipping fees and the sale or lease of harbour lands. The Toronto Harbour Commission is a federal rather than a municipal body which by virtue of its operating responsibilities and territorial jurisdiction becomes involved in planning and development activities affecting the metropolitan area and waterfront.

(c) Two area municipalities, the City of Toronto and York, have special purpose bodies concerned with housing. The City of Toronto Non-Profit Housing Corporation (which replaced the City of Toronto Limited Dividend Housing Corporation) is essentially no more than a legal entity designed to take advantage of federal funding in housing. Through the municipal corporation's Department of Housing it is intended that it will both acquire existing housing and build new housing in the city. The Executive Committee of council comprises its board of directors and the housing department of the municipal corporation administers its affairs. In some respects, it is like a committee of council. The Borough of York Housing Company Ltd. provides apartments for elderly residents, the municipal corporation absorbing its operating loss. Its board is comprised of both council members and citizen members appointed by council. The York municipal corporation handles its administration.

## B. METROPOLITAN MUNICIPALITY ORGANIZATION ~

The organization of local government at the metropolitan level is largely prescribed by The Municipal Act and The Municipality of Metropolitan Toronto Act and in many ways mirrors the structuring of government at the area municipal level. This section of the paper describes the metropolitan structure - briefly in order to avoid unnecessary repetition of material pertaining to both the metropolitan and area municipal organization - and also indicates some of the essential differences between the structures at the two levels.

The metropolitan municipal organization consists of a number of elements. There is a Metropolitan Corporation, governed by a metropolitan council. This council has a chairman and council members, an executive committee and various standing and ad hoc committees. The Metropolitan Corporation is organized on a departmental basis. There are also a number of metropolitan level special purpose bodies - fewer than exist at the area municipal level of government but generally larger and more significant and with metropolitan-wide responsibilities.

A key difference between the structure of local government at the metropolitan level and the area municipal level is that within the metropolitan level of government there are no directly elected officials except for trustees in the separate school system. Other than on the Metropolitan Separate School Board, all members of Metropolitan Council and the metropolitan-level special purpose bodies are either appointed to their positions or are elected indirectly, i.e., their membership on metropolitan bodies being based on the position held in the area municipal level of government. The Metropolitan Toronto School Board, for example, is governed by trustees who are elected to area school boards. Indirectly elected representation on metropolitan level bodies is based largely on the population of the constituent municipalities.

## Metropolitan Council

Metropolitan Council consists of a chairman and 37 members broken down as follows:

### EXHIBIT 9: REPRESENTATION ON METROPOLITAN COUNCIL

	Mayor	Controllers/ Executive Committee	Aldermen	Total
		Members		
Etobicoke	1	4		5
North York	1	4	4	9
Scarborough	1	4	1	6
City of Toronto	1	4	7	12
York	1	2		3
East York	1		1	2

Metropolitan Council plays a legal and administrative role. Within the constraints applied by the senior levels of government - provincial and federal - it develops policies, plans and programs and formalizes these by the passing of by-laws and resolutions. Through its executive committee it issues instructions to the Metropolitan Corporation's administration which then implements these programs. Like the area municipal councils, the Metropolitan Council cannot legally delegate decision-making authority to its civic servants; in actuality it must, in order to keep the wheels of government turning. Thus its civic servants, like their area municipal counterparts, play a significant managerial role in metropolitan government.

### Chairman

The position of Chairman is unique in local government in the metropolitan area. The Chairman is not elected by voters but is elected by Metropolitan Council every two years and need not be a member of Metropolitan Council or an area municipal council. In the twenty-one year history of Metropolitan Toronto

there have been only four incumbents of the position. The Chairman thus provides some degree of continuity on a council which can change significantly in composition every two years when area municipal civic elections are held. It is also important to note that the Chairman is the only full time member of Metropolitan Council with a metropolitan-wide mandate; all other members of council come from specific constituent municipalities to whose affairs they are naturally required to devote much time and effort.

In law, the Chairman's job is defined even more loosely than that of an area municipality mayor. The Municipality of Metropolitan Toronto Act states that he is head of council, chairman of the executive committee and "chief executive officer of the metropolitan corporation". In reality, although occupying the most important single position in local government in the metropolitan area, the Chairman does not have genuine executive authority. His degree of success is dependent upon his ability to work with and influence not only his fellow metropolitan council members and special purpose body officials but also the Government of Ontario. The Chairman is an ex-officio member of various metropolitan level special purpose bodies and also serves on intergovernmental bodies.

#### Executive Committee

As the size of Metropolitan Council has increased over the years so has that of the Executive Committee. This currently consists of fourteen members: the chairman, the mayor of each area municipality, the two North York controllers who received the greatest number of votes in the preceding civic election, the Etobicoke controller who received the greatest number of votes in the preceding election, the Scarborough controller who received the greatest number of votes in the preceding election, and the three aldermen members of the Executive Committee of the City of Toronto appointed by the council of the City of Toronto. The powers and duties of metropolitan council executive committee are described by The Municipality of Metropolitan Toronto Act and are essentially the same as those of a board of control. It thus has significant authority in matters of municipal expenditure, outside contracts and suppliers and

regarding the civic servants of the Metropolitan Corporation.

#### Committees of Council

In order to process the volume of work, the Metropolitan Council - like the area municipal councils - has established standing committees of council to oversee the operation of the line departments of the Metropolitan Corporation. Each such committee is chaired by and comprised of members of Metropolitan Council, meets regularly and reports to the Executive Committee. They are influential bodies but have limited authority; only full council can pass by-laws.

The standing committee structure of Metropolitan Council is changed from time to time. There are currently six, the titles of which indicate their basic responsibilities. These are the Social Services and Housing Committee, the Parks and Recreation Committee, the Works Committee, the Transportation Committee, the Legislation and Licensing Committee and the Planning Committee. The latter replaced the Metropolitan Toronto Planning Board in 1975. Planning at the metropolitan level rests with council members only, not any citizen members appointed by council, although an advisory committee of citizen members has been set up to advise the Planning Committee.

Ad hoc and sub-committees of Metropolitan Council are also established to deal with special issues in the same way as at the area municipal level.

#### Metropolitan Corporation Administration

There is no fundamental difference between the manner in which the area municipal corporations are organized and that of the Metropolitan Corporation. The latter is also a multi-purpose body and the administration is structured on a departmental basis. Each department is either a line department responsible for the provision of services to the public or a staff department providing administrative support to the corporation. This structure can and is changed from time to time as council wishes - only

auditors and the positions of clerk and treasurer are obligatory according to The Municipality of Metropolitan Toronto Act. The heads of departments are usually, but not always, called "commissioners" and are civic servants.

Currently there are six line departments: Social Services, and Emergency Services (the heads of which report to the Social Services and Housing Committee), Parks (reporting to the Parks and Recreation Committee), Works (reporting to the Works Committee), Roads and Traffic (reporting to the Transportation Committee), and Planning (reporting to the Planning Committee). A recommendation has been made that a housing division be established within the Social Services Department, to meet the new responsibilities of the Metropolitan Corporation for housing policy. No departments report to the Legislation and Licensing Committee.

There are seven staff departments: Clerk's, Legal, Treasury, Personnel, Audit, Property, and Management Information Services. Until recently the heads of these staff departments reported to the Executive Committee but they now, with the exception of the legal and audit departments, report to the newly created position of Chief Administrative Officer, who in turn reports to the Executive Committee. It is intended that this chief administrative officer will both relieve the Chairman of some of his considerable work load and also provide coordination among the staff departments which report to the Chief Administrative Officer. The Chairman, like mayors in their own area municipal corporation, has traditionally had considerable contact with the heads of line and staff departments, both personally and through his "office". This "office" consists of an executive director (this position being replaced by the Chief Administrative Officer), policy advisors, research staff, public relations staff and other staff. The creation of the Chief Administrative Officer position is partly but not merely, a formalization of the previous reporting and liaison relationships. At the time of writing this paper the position has yet to be filled and its impact cannot be assessed. It will nevertheless represent a significant departure from the norm among Metropolitan Toronto municipal corporations, none of which has such a position.

Coordination is, of course, important. None of the departmental functions within a single municipal corporation is totally discrete and departments must therefore work together in order to achieve their individual objectives. This type of coordination is also required among the department heads of different area municipal corporations and between them and the Metropolitan Corporation. The Metropolitan Council provides for coordination at the political level. Perhaps no less important is the degree of liaison, cooperation and coordination achieved by the civic servants of the Metropolitan Corporation and the six area municipal corporations, both informally and formally through the vehicle of technical committees comprised of equivalent department heads and usually chaired by the metropolitan department heads. These committees, to some extent, develop policy proposals for consideration by their respective councils and are also instrumental in establishing standard procedures for metropolitan-wide application. The various clerks, for example, work together at the time of civic elections. The department heads responsible for traffic matters in the Metropolitan Corporation and area municipalities developed an identically worded general traffic by-law for approval by their respective councils. There are numerous other examples of such coordination without which local government in the metropolitan area would not function nearly as well as it does.

#### Metropolitan Municipality Special Purpose Bodies

There are a number of special purpose bodies at the metropolitan level which are either required or permitted by The Municipal Act, The Municipality of Metropolitan Toronto Act or other provincial statutes. Two common reasons for their creation and existence is 'to keep local politics out' of their activities and to ensure policy control by the province.

The degree of independence of special purpose bodies at the metropolitan level varies considerably. The policies, programs, staff and funding of some are very much under the influence and control of Metropolitan Council. Others are much more influenced and controlled by the province. Some have broad policy and program roles which have a profound

impact on many residents of the metropolitan area; others are more restricted to relatively narrow program delivery functions. Most are operational or regulatory. Few are purely advisory or promotional. Some are financially self-sufficient (or at least expected to be); others are partly or totally dependent upon metropolitan, provincial and sometimes federal funding. Practically all have their own administrative structures and many have independent corporate status. Each is unique and it is difficult to classify them. Together they make comprehension of government at the metropolitan level a difficult task and in general offer the same sorts of advantages and disadvantages as do special purpose bodies at the area municipal level.

#### Boards of Education

There are two school boards at the metropolitan level: the Metropolitan Toronto School Board and the Metropolitan Separate School Board.

The Metropolitan Toronto School Board exercises authority over the six area school boards and attempts to achieve a high and equal level of educational opportunity for the students of these boards through the exercise of fiscal controls. More specifically, it reviews the operating budgets of the area boards, consolidates these within limits set by the province and determines the funds to be made available through levying metropolitan-wide property taxes. All capital debts of the area boards are also the responsibility of the Metropolitan Toronto School Board, borrowing being undertaken through the Metropolitan Corporation. The Metropolitan Toronto School Board operates no school programs except some for retarded and disabled children.

The Metropolitan Toronto School Board is composed of the six area school board chairmen, one Etobicoke trustee, three North York trustees, two Scarborough trustees, five City of Toronto trustees and three Metropolitan Separate School Board representatives, selected by those boards. It elects its own chairman, it has a chief executive officer called a "director of education" and it has its own administration. It also has its own standing and ad hoc committee structure which involves both the elected officials and administrative officials from the area school boards.

Two important committees which are intended to insure co-ordination in elementary and secondary education in the metropolitan area are the Committee of Chairman, comprising the chairman of the metropolitan and other boards, and the Advisory Council of Directors composed of the metropolitan and other directors of education. In some respects the metropolitan and area school boards constitute a federated system similar to that of the metropolitan and municipal corporations.

Like the area school boards, the Metropolitan Toronto School Board is, in matters of education, independent in its relationship with its equivalent municipal corporation. The Metropolitan Council has no authority over policies, programs or personnel of the Metropolitan Toronto School Board which actually requisitions the funds it requires from the Metropolitan Corporation. It is a special purpose body under provincial control and influence, not the Metropolitan Council. It does, of course, work with metropolitan and area municipal corporations in a variety of matters but it is in no way subordinate to them.

The Metropolitan Separate School Board combines the responsibilities of the Metropolitan Toronto School Board and the area boards and provides elementary and secondary schooling for the children of separate school supporters up to the grade 10 level, after which its students must transfer to the schools of their respective area board. It is composed of trustees elected by separate school supporters from each of the twenty-one wards covering the Metropolitan Toronto area and has its own director of education and administrative structure. It is funded through property taxes and provincial grants. By choice it levies school taxes at the same level as the area boards, these funds being obtained directly from the area municipal corporations, not the Metropolitan Corporation. Although the jurisdiction of the Metropolitan Separate School Board is metropolitan-wide, it has more dealings with the area municipal corporations and the area school boards than with the Metropolitan Corporation or, to a lesser extent, the Metropolitan Toronto School Board. It is under provincial control and influence and, in matters of education, quite independent of Metropolitan Council.

### Metropolitan Toronto Library Board

The Metropolitan Toronto Library Board, rather like regional library boards in other parts of the province, has the power to establish a reference library system, to promote inter-library loan arrangements and to determine the services which it and the area library boards offer to users. The Board consists of eleven members appointed by and representing Metropolitan Council, the area municipal councils and the two metropolitan-level school boards and also the Metropolitan Chairman (or his designate). The Board is incorporated and has its own administration and operates reference libraries. It is funded by both the provincial and metropolitan governments and is required to submit its financial estimates for approval to Metropolitan Council which also approves certain of its capital expenditures. In matters of general library policy the Board is supervised by the Ontario Provincial Library Council and is thus under the control and influence of both provincial and local government.

### Toronto Transit Commission

The Toronto Transit Commission has exclusive responsibility for the development and operation of the public transportation system in the metropolitan area - including the Grey Coach Line but excluding railways and taxis. The board of the Commission is currently composed of five members appointed by Metropolitan Council. The Commission is a corporate body with its own administration.

Although borrowing by the Commission for capital purposes has to be done through the Metropolitan Corporation, it was intended when set up, to be financially self-sufficient. Gradually, however, the Metropolitan Corporation has had to provide more and more of its own funds for capital expenditure by the Commission and since 1971 the Metropolitan Corporation has also assumed responsibility for the Commission's increasing operating deficits. In 1973 the Province of Ontario began to subsidize certain Toronto Transit Commission capital expenditures. The autonomy of this special purpose body has thus

been eroded by an inability to maintain financial self-sufficiency. While it still acts with some measure of independence in certain operational areas, all major decisions pertaining to, for example, fare increases and capital expenditure, require the approval of Metropolitan Council and in some instances the province itself. Generally, the Toronto Transit Commission is now under the policy influence and control of Metropolitan Council.

### Metropolitan Board of Commissioners of Police

The Metropolitan Board of Commissioners of Police is the governing body of the metropolitan police force and has exclusive responsibility for policing and the maintenance of law and order in the metropolitan area. The Board is composed of five members, the chairman of Metropolitan Council, one other member of Metropolitan Council who is appointed by council, and three members (two of whom are required to be judges and one citizen member) appointed by the province. The Board has a dual reporting relationship - to Metropolitan Council and, more importantly, to the Government of Ontario through the Ontario Police Commission. Under The Police Act the Board has the authority to make all regulations regarding the operation of the police force. It is funded by the Metropolitan Corporation and is responsible for the preparation of its own budget. This it submits to Metropolitan Council but in the case of any disagreement the final authority for the approval of the budget rests with the Ontario Police Commission not with Metropolitan Council. Although The Municipality of Metropolitan Toronto Act treats the Metropolitan Board of Commissioners of Police as a metropolitan special purpose body, it is primarily an agency of the province.

### Children's Aid Societies

Two Children's Aid Societies have been established under The Child Welfare Act: the Children's Aid Society of Metropolitan Toronto and the Catholic Children's Aid Society of Metropolitan Toronto. They are responsible for the welfare of children through the provision of such services as parent counselling and assistance to parents whose children are born out of wedlock. The boards of directors of both societies are elected by the

members of the societies with four directors being appointed by the Metropolitan Council to each of the boards. Any major decisions of the societies enacted by by-law require the approval of the province. Both societies have their own employees and administrative structures. The societies are funded by both the Metropolitan Corporation and the province, the budgets of the societies being submitted to both. If the budgets are approved by the province they must be approved by Metropolitan Council. Both the societies and the Metropolitan Council may appeal any changes made in the budget by the province to the Child Welfare Review Committee. This body then makes its recommendations to the province the decision of which is final. In terms of policies and programs appointments and funding, the societies are provincial rather than metropolitan special purpose bodies.

#### Metropolitan Licensing Commission

The Metropolitan Licensing Commission is responsible for the enforcement and administration of regulations and standards and the collection of fees in the licensing of specified businesses and trades in the metropolitan area. The Commission is composed of the Chairman of Metropolitan Council (or his designate) and two citizen members appointed by the Metropolitan Council. It has an administrator and a limited administration of its own but also makes some use of departments of the Metropolitan Corporation. Up until 1969 the Commission actually set the regulations and standards which it then enforced, but this legislative role was assumed by Metropolitan Council in that year and the Commission was limited to a regulatory role. In that it administers rather than makes laws it may be regarded as a metropolitan special purpose body with regulatory rather than policy-making responsibilities.

#### Metropolitan Toronto Housing Company Limited

The Metropolitan Toronto Housing Company Limited has wide powers but is used by the Metropolitan Council for the purpose of building and managing housing for elderly persons. Four members of the Board of Directors are metropolitan councillors. The Company is financed by the federal government and

the Metropolitan Corporation and enters into a specific agreement with the Metropolitan Corporation for each project it undertakes.

#### Boards of Management

There are five special purpose bodies at the metropolitan level of government which are similar to the area municipal boards of management. They are concerned with the management of facilities and the provision of services generally regarded as cultural and recreational. They have a program rather than a broad policy impact.

The Canadian National Exhibition Association is empowered to hold exhibitions, provide entertainment associated with such exhibitions, set and charge fees and maintain and operate grounds and facilities which are owned by the Metropolitan Corporation. The Association members represent government, industry, agriculture and the arts. The board of directors is large (38 members) and includes a predominance of federal, provincial, metropolitan and area municipal representatives. The Association is incorporated, has its own administration and is a relatively independent special purpose body. Its relationship with Metropolitan Council is set out in a specific agreement with the Metropolitan Council and this is the means by which Metropolitan Council influences affairs of the Association. Under this agreement the Association reports annually to Metropolitan Council on financial matters.

The Civic Garden Centre was established in order to obtain provincial community centre funding for the reconstruction of the Edwards Gardens buildings destroyed by fire. The Centre promotes interest in gardening, horticulture and conservation, mainly through the dissemination of information to the public. Its board of directors is appointed by Metropolitan Council and includes two members of council. The Metropolitan Corporation owns and maintains the buildings.

The Board of Management of The O'Keefe Centre operates and maintains the O'Keefe Centre as a theatre and auditorium on behalf of the Metropolitan Corporation, which owns the building and land upon which it stands. The Board consists of six members appointed by Metropolitan Council. It is incorporated and has its own staff. Its profit/loss is assumed by the Metropolitan Corporation and Metropolitan Council must approve any borrowings of the Board.

The Royal Agricultural Winter Fair Association holds annual exhibitions. The board of this Association is comprised of 110 directors. There is an executive committee of 35 directors including the Chairman of Metropolitan Council and the Metropolitan Commissioner of Parks. The Association is incorporated, has its own staff and is funded primarily by provincial and federal grants. Other than through membership on the board of directors, the relationship between the Metropolitan Council and the Association is determined by an agreement between the Association and the Canadian National Exhibition Association which is approved by Metropolitan Council. Unlike the Civic Garden Centre and the board of management of the O'Keefe Centre, this Association does not report to Metropolitan Council on its activities.

The Metropolitan Toronto Zoological Society grew out of a citizen's advisory committee assisting the Metropolitan Parks and Recreation Committee. By agreement with the Metropolitan Corporation, the Society is required to manage and operate the metropolitan-owned zoo. The Society members elect their own board of directors although the Chairman of Metropolitan Council, the Mayor of Scarborough and the Metropolitan Parks Commissioner (together with the Chairman of the Metropolitan Toronto Region Conservation Authority) are ex-officio members of the board. The Society is incorporated and has its own administration. Metropolitan Council has the right to establish, by by-law, the general policies to be followed by the Society but within these policies the board of directors and its executive committee have a considerable degree of independence. Metropolitan Council approves the budget and any borrowings of the Society and can - but is not obliged to - provide financial assistance to the Society. Metropolitan Council has no authority over the Society's own funds raised by membership subscriptions and donations.

## Promotional Bodies

The Convention and Tourist Bureau of Metropolitan Toronto promotes tourist travel, conventions and trade shows through the dissemination of information and the operation of information centres. Businesses and other organizations constitute membership of the Bureau which elects its own 45-member board of directors. The Metropolitan Chairman and the area municipal mayors are ex-officio members of this board and of its 25-member executive committee. The Bureau is incorporated, has its own administration and acts as a regional tourist council under authority from the province. The Metropolitan Corporation provides approximately three-quarters of the funds required by the Bureau, but does not exercise direct control over it.

The Toronto Area Industrial Development Board was established to promote economic prosperity in the metropolitan and surrounding area by encouraging business expansion and by assisting the area municipalities in the planning and zoning of industrial areas. The Commission has a 15-member board of directors, one of whom is appointed by Metropolitan Council and who also serves on the executive committee. The Commission is a corporate body with its own administration. The Metropolitan Corporation provides grants to cover most of the expenditure of the Board which submits its budget to Metropolitan Council for approval.

## Metropolitan Toronto and Region Conservation Authority

The Metropolitan Toronto and Region Conservation Authority derives its authority from a provincial statute. In an area extending well beyond the boundaries of Metropolitan Toronto, its responsibilities include conservation and flood control, the construction and operation of recreational areas, making land available to municipalities for recreational purposes and advising the province on land use applications. The Authority consists of 55 members, three of whom (including the chairman) are appointed by the province, 26 of whom are appointed by Metropolitan Council and 26 of whom are appointed by the other local governments outside of the boundaries of Metropolitan Toronto but within the

jurisdiction of the Authority. There is an 11-member executive committee. The Authority has corporate status and has its own administration. It raises operating and capital funds through a levy on its member municipalities based on population distribution within these municipalities. The province and member municipalities each contribute approximately 50 per cent to the cost of the Authority's programs and the federal government provides assistance in special projects. With its large population, Metropolitan Toronto contributes nearly all of the municipal half of the Authority's financing.

The Authority is under provincial rather than Metropolitan Council control and influence and is the only body with land use planning responsibilities for both Metropolitan Toronto and the surrounding region, other than the Ontario Ministry of Treasury, Economics and Inter-Governmental Affairs. The creation of the new Regional Municipalities of Durham, York and Peel will influence the role of the Authority and may require it to act increasingly as an integrating and coordinating body.

### C. INTERGOVERNMENTAL STRUCTURES

The system of local government in the metropolitan area is an important focal point of intergovernmental co-operation and confrontation. This is so for several reasons. First, there are, so to speak, many "players" involved. The senior levels of government, both federal and provincial the surrounding regional municipalities, and the constituent municipalities of the metropolitan federation all influence the pattern of local decision making in Toronto. Second, public policies and programs affecting the metropolitan area are becoming increasingly complex and interdependent. A high degree of co-ordination is therefore necessary if they are to be formulated, designed and delivered effectively.

There exist a number of bodies which provide such co-ordination. These bodies may be inter-municipal, provincial-municipal, federal-municipal, or federal-provincial-municipal in nature. In some instances such as the Metro Centre project the private sector is also involved. The majority of these structures perform a liaison function but a few possess executive and, to a limited extent, legislative authority. The intergovernmental structures which affect the local governmental system in Metropolitan Toronto may be summarized as follows:

#### Inter-Municipal

The significant role played by the senior members of the civic service in co-ordinating policies, programs and administrative procedures within the individual municipalities has already been stressed, for many day-to-day issues of managing local government are handled through this means. There is also a great deal of interaction between civic servants in different jurisdictions both on a one-to-one basis and through a variety of functional and technical committees and occupational or professional associations. This interaction sometimes includes individuals from special purpose bodies at both metropolitan and area municipality levels in addition to civic department heads. The functions of the Clerks' departments, Treasurers, Data Processing, Works, Sewers, Traffic, Garbage

Disposal, Parks, and Housing, have all required the formation of liaison mechanisms. Participation is not restricted to governmental organizations or organizations solely within Metropolitan Toronto. In the case of the Public Utilities Co-ordinating Committee, Bell Canada and The Consumers' Gas Co. are also members. Other co-ordinating committees include representatives from jurisdictions adjacent to Metropolitan Toronto, or are specifically formed to bring adjacent jurisdictions together with Metropolitan Toronto. There is, for example, a committee comprised of the Metropolitan Chairman and his neighbouring regional government counterparts.

Some special purpose bodies have as part of their primary functions responsibility for co-ordinating activities undertaken within each municipality. The Metropolitan Toronto School Board and Metropolitan Toronto Library Board are perhaps the prime examples. Other special purpose bodies have established informal relationships both within and beyond the metropolitan boundaries. Thus the Metropolitan Board of Commissioners of Police works with other police forces, the Toronto Transit Commission, even before the establishment of the Toronto Area Transit Operating Authority, co-ordinated some services with neighbouring transit operators, and the Hydro/Utility Commissions share technical information and experience both through Ontario Hydro and through their province-wide representative body, The Ontario Municipal Electric Association.

Inter-municipal co-operation is effective and extensive. The maintenance of a comprehensive list of all bodies involved in such co-operation could be a monumental and continuous task.

#### Provincial-Municipal

There are four major provincial-municipal structures - three are committees and one is a special purpose body.

The Provincial-Municipal Liaison Committee is an important consultative mechanism for elected officials. Members of the Provincial Cabinet attend as necessary and the Ontario Treasurer and Minister of Economics and Intergovernmental Affairs acts as committee co-chairman, the other co-chairman being a municipal representative. The municipal representatives (known as the Municipal Liaison Committee) are members of the following organizations: the Association of Municipalities of Ontario; the Association of Counties and Regions of Ontario; the Ontario Association of Rural Municipalities; and the Municipality of Metropolitan Toronto. The Committee often deals with matters that are not of direct concern to Metropolitan Toronto. It meets monthly in public and it provides a forum in which the two levels of government can exchange information and ideas. Administrative support for the Provincial-Municipal Liaison Committee is provided by the Provincial-Municipal Affairs Secretariat of the Ontario Ministry of Treasury, Economics and Intergovernmental Affairs.

The Toronto-Centred Coordinating Committee is intended to coordinate interregional activities. It consists of the Treasurer of Ontario and the chairmen of York, Peel, Durham and Metropolitan Toronto, who are accompanied by administrative staff as necessary.

The Metropolitan Toronto Technical Transportation Advisory Committee, which deals with traffic systems, consists of staff members from the Metropolitan Roads and Traffic Department, the Metropolitan Planning Department, the Toronto Transit Commission, and the Ontario Ministry of Transportation and Communications. As its name suggests, this committee has a strictly functional orientation within a specific area of transportation policy.

The Toronto Area Transit Operating Authority was recently established by the Ontario Government with somewhat wider terms of reference. Its task is to co-ordinate and integrate transit operations within a geographic area defined by the municipal boundaries of Metropolitan Toronto and the regional municipalities of Peel and York (Durham having chosen not to participate). In addition, the

the regional municipalities of Halton and Hamilton-Wentworth are associate members of the Authority. The Authority's Board of Directors consists of the chairmen of the three municipalities concerned, as well as an appointee of the province who is chairman of the board. At this point it is still too soon to determine what impact the Toronto Area Transit Operating Authority will have on the Toronto-centered area.

#### Federal-provincial-municipal

There are two main tri-level forums. Every third meeting of the Provincial-Municipal-Liaison Committee includes federal participation and is known as the Federal-Provincial-Municipal Liaison Committee, with the Minister of State for Urban Affairs commonly attending as the federal government's principal spokesman. At these meetings the agenda of the Federal-Provincial-Municipal Liaison Committee is usually limited to one or two federal issues of concern to both the Ontario Government and the province's municipalities. For example, at one 1974 meeting the federal government's legislation concerning railway relocation projects was the major item of discussion.

The tri-level concept is also in operation at the national level. The first National Tri-Level Conference was held in Toronto in November, 1972. Elected and appointed officials from the federal, provincial and municipal levels of government attend these sessions which are intended to examine such issues of national significance as the reform of the municipal financial structure. Tri-level conferences both at the national and provincial levels are relatively new mechanisms of co-ordination and consultation.

The above are ongoing co-ordinating mechanisms which are operative in, or relate to, Metropolitan Toronto. In addition there are many ad hoc intergovernmental committees which are formed to deal with more specific integrative needs on a project basis. For example, this is the case with the Central Waterfront Planning Committee which has membership from the City of Toronto, Metropolitan Toronto, many City and metropolitan special purpose bodies, the province, the federal government, citizen

groups and business associations, and whose mandate is to make recommendations on plans and policies for the central waterfront. Other committees, task forces or informal groups are frequently formed and disbanded as circumstances demand.

SECTION FIVE:

HOW IT WORKS

NOW IT WORKS

The major organizational elements in local government in Metropolitan Toronto have been described and provide for some understanding of how the federated system of local government works. This section pursues an examination of the operation of the various structures. It has been written at a deliberately high level of generalization but not, it is hoped, at the expense of maintaining accuracy. Generalization has been necessary for two reasons: first, there are many different local government structures in Metropolitan Toronto. Each warrants more substantial and detailed study than is either possible in this paper or perhaps desirable for a general understanding of the system. Second, the nuances of the decision-making process are difficult to establish in any organization. Only what can be perceived can be described.

Much of the description which follows is, of course, applicable to the functioning of all local government bodies in Ontario. Metropolitan Toronto is a large and unique urban centre but in many respects its local government is similar to that of other municipalities in the province. Most of the provincial statutes affecting Metropolitan Toronto affect other municipalities and while Metropolitan Toronto is at times treated differently from other local governments by the province, whether its uniqueness is sufficiently recognized is open to question.

Basic Characteristics

Consideration of the decision-making process in local government in the metropolitan area requires acknowledgement of some basic characteristics of the process. First, local government in Metropolitan Toronto consists of a multiplicity of different interacting structures and the process of government is therefore complex, fragmented and difficult to follow. Second, this is so despite its being more open to scrutiny than the senior levels of government. Most local government files, records and meetings are open to the public which, if it chooses, can see local government in action in a way which is not possible at the provincial and federal levels. Third, local government is

participatory. In the metropolitan area there are more than two hundred directly elected representatives of residents, more than 1,000 citizens appointed to serve on the boards of special purpose bodies and on various committees, and there are nearly 1,000 citizen groups who from time to time participate in, or at least attempt to influence, the decision-making process. Although local government in Metropolitan Toronto does not provide as much citizen access as many people wish, it cannot be said that there is little or no access.

#### Autonomy

Also important to an understanding of the way in which local government works is the issue of autonomy, for many governmental units have a surprising degree of autonomy in specific areas. For example, an area school board is, in matters of education and financing, not at all under the influence or control of its area municipality. In matters of finance, however, it is very much subordinate to the metropolitan-level school board and to the provincial government, which also exercises substantial control over its educational programs. It is constrained by the activities of other local government bodies only insofar as their jurisdiction is supreme. It must, for example, abide by the regulations and instructions of the local board of health. Within these limitations and within its own territory, a school board has some measure of independence compared with, say, an area library board. Its relationships with other municipalities and the school boards of other municipalities are voluntary rather than obligatory and may be minimal. In this regard, an area school board contrasts sharply with the metropolitan-level separate school board which is required to maintain close relationships with all the area school boards and with the municipal corporations in all six municipalities.

Independence is, of course, always a matter of degree. No local government body can act totally independently of the others or of the provincial government. Each has its own measure of autonomy which, generally speaking, it would like to have increased. The existence of two levels of local government in Metropolitan Toronto merely accentuates

the autonomy issue. As has been emphasized, the two-level system is not simply hierarchical but where responsibility for policies and programs is shared between the metropolitan and area municipal levels, it is the metropolitan-level bodies which have greater autonomy and which exercise influence and control over the area municipal-level bodies. (In metropolitan-wide traffic control, for example, the Metropolitan Corporation has authority over the area municipal corporations.) Opinion varies as to whether bodies at the two levels have appropriate amounts of autonomy relative to each other and, while there is by no means constant conflict, the impact of such opinions among elected and appointed officials can be seen clearly in the manner in which some issues are handled in local government. The proposed extension of the Spadina Expressway as an arterial road provides such an illustration.

The way in which local government works may be regarded as a system which comprises three major, interlocking and related elements: the inputs or sources of, and type of, initiatives with which local government has to deal; the decision-making resulting from such input through the interaction of the political and administrative components of local government; and the outputs - namely, what is decided and what is done. Fundamentally this process is the same for the metropolitan government as it is for the area municipal government and, to a lesser extent, for the many special purpose bodies at both levels. The system is perhaps analogous to an hour-glass. Directives, proposals and suggestions for new or modified policies and programs are made to local bodies including the metropolitan and area municipal corporations. Since all major decisions affecting action at the local level of government must pass before councils (regardless of whether or not they can alter such decisions) the councils act like the neck of this hourglass. Once a decision is approved by council (and where necessary by the province), it can be implemented. The boards of the special purpose bodies perform at a more detailed level the same role as councils, but there are some differences, not the least of which is that special purpose bodies tend to have chief executive officers to whom more decision-making authority can be delegated.

## INPUTS

Inputs to local government bodies come from a variety of sources and may be summarized as follows:

The Government of Ontario initiates much local government activity, especially through passing or amending provincial statutes which virtually determine what local government must do and may or may not do. These statutes of the province provide the basic framework for local actions. If a local government body wishes to perform functions beyond those specifically granted in these acts, it is often necessary to obtain the specific approval of the province and this sometimes requires additional legislation. Both elected and appointed officials in local government must maintain liaison with different ministries in the provincial government for coordination, funding and authorization purposes and in order to ascertain what action is planned by provincial ministries which could affect local expenditures and priorities. In general, local government in Metropolitan Toronto is organized and operates for the delivery of programs prescribed by the province, not for the formulation of independent policies. While the relationship between the provincial government and local government bodies may be long standing, its prescriptive nature is not acceptable to many local elected officials who in recent years have sought a greater voice in establishing the policies and priorities of their local governments.

As has been indicated, the impact of the Federal Government on Metropolitan Toronto is also significant. The federal government is increasingly directing and funding programs at the local level of government. Both directly and through its own special purpose bodies, it is involved in recreation, land use planning and housing projects and programs. Specific, and sometimes apparently unilateral, action taken by the federal government may require a response by local government which is inconsistent with its own priorities and which may leave it little room to manoeuvre.

Elected officials (and to a lesser extent appointed citizen members of special purpose bodies) provide a major source of new proposals for policies and programs at the local government level. Increasingly, the mayors of the area municipalities and the Metropolitan Chairman have been assembling small personal staff groups responsible for developing policy papers which are communicated through the mayor or Chairman to their respective boards of control and executive committees. Proposals from outside their organizations - from citizen groups, special purpose bodies and the senior levels of government - are often also directed first to a mayor or the Chairman who may then bring them to council through a board of control or executive committee. The chairmen of the boards or special purpose bodies often play a similar role. Aldermen and other elected officials such as school board trustees are also a source of initiatives and proposals for change - particularly through their being the prime contact between citizens and their respective local government bodies.

The employees of municipal corporations and special purpose bodies provide significant input to the decision-making process. They have the continuity of service, expertise and knowledge of provincial statutes which many elected officials understandably lack. They provide technical support to standing committees, for which they prepare special and regular reports and which are the principal documents to eventually reach council, or the governing board of the special purpose body, with suggestions for change made by the standing committee. Most significant proposals come from employees at the time budgets are set, because it is at this time that resources are sought for their ideas.

Initiatives come directly or indirectly from special purpose bodies, some being established primarily for the purpose of developing or testing ideas. Special purpose bodies which are operational in nature are themselves presented with proposals some of which they may be required to forward to their respective councils. Special purpose bodies which are under the influence and control of the province are often used by the province as a vehicle for presenting initiatives to other local government bodies. In general, special purpose bodies can direct their inputs to their councils through briefs, informal discussions with the mayors and Metropolitan Chairman and with other officials.

Special studies may also be commissioned by the metropolitan and area municipal councils, special purpose bodies or the province itself. The recommendations of many such studies are not limited to the existing jurisdiction of the body which commissioned them; the reports usually contain recommendations requiring new legislation, approval by the province, or action by other local government bodies. Studies of this type are often used by local government bodies when they wish to demonstrate to the provincial government that they have an interest in, and a capability of, delivering a new program which is beyond their existing legislative authority.

The media - mainly television, radio and the daily press - have a considerable influence on what local government bodies do or attempt to do. Through routine reporting and commentary the media both bring forward new ideas and support proposals which have originated from other sources. Elected officials, believing that the media are influential, are sensitive to what the media say.

The interests of individual citizens and citizen groups tend to be narrow and are often confined to particular issues within a specific geographic area. They initiate many program corrections and modifications and are a major source of support to elected officials in planning and development decisions and in approaches to the province, regarding legislative changes. In recent years their participation in local government matters has increased. Their activities usually take one of two forms - either they are outside of the local government system and want to influence the decision-making process or, alternatively, the desirability of their participation has been recognized and institutionalized through obtaining their membership on ad hoc advisory committees and task forces. Citizen groups may also submit briefs for consideration by both the elected officials of local government bodies and the employees of these bodies. Well organized groups often send delegations on a regular basis to attend meetings. Indeed, there are many points at which citizen groups may enter the system these vary according to the degree to which the group is organized, the nature of the issue and the group's relationships with local elected and appointed officials.

## HOW DECISIONS ARE MADE

How inputs are handled depends on their origin, point of entry into local government and substance. A proposal made by an individual citizen to a special purpose body will, quite naturally, tend to receive less serious or immediate attention than the same proposal made by the chief executive officer of that body. Similarly, a change suggested to a school principal by a parent might be implemented by the principal or referred upwards by him for consideration by the senior officials of the school board. If the parent suggested the same change to the chairman of the school board, the procedure (but not necessarily the outcome) would be different.

Substance is also important. If a new or amended provincial statute requires a local government body to undertake a certain activity, it has little choice but to comply and such matters tend to be processed quickly, in an orderly fashion and with substantial participation by senior employees. Proposals made to a local government body which are beyond its jurisdiction (and therefore cannot be implemented) tend to generate debates about jurisdiction and involve senior employees to only a relatively limited extent. Proposed action which is discretionary, however, tends to result in considerable debate and involvement of employees regarding the policies, priorities and resources of the local government body.

Routine systems have, of course, been established to deal with proposals which come on a regular basis. Examples would include appointments to special purpose bodies by council, some zoning applications and the basic budgeting process. Others which are more controversial or require reaction to another level of government may require greater integration with existing policies and programs and will thus involve considerably more meetings, presentations, public participation and corresponding movement of documentation. A review of the process at an area municipality council meeting gives a good indication of the characteristics of the system.

## A Council Meeting

The procedure to be followed at council meetings is determined by the area municipality's procedure by-law. Although, at council's option, there may be variations from the established order of business, the procedure by-law provides the basic format for each meeting. The procedure by-laws of the six area municipalities are not identical but they are very similar, all being concerned with essentially the same activities.

For example, Section 36 of the Procedure By-Law for the Borough of Scarborough specifies that "the Clerk shall have prepared and printed for the use of members at the regular meetings of council an agenda under the following headings:

1. Confirmation of Minutes
2. Communications
3. Petitions
4. Delegations
5. Enquiries and Answers thereto
6. Consideration of Reports of the Board of Control and Committees
7. Motions of which notice has previously been given
8. Giving Notice of Motion
9. By-laws
10. Confirmatory By-law
11. Adjournment"

Not all items will occur at every meeting, but those that do will usually be dealt with in the specified order.

Examination of the agenda for any council meeting indicates the tremendous volume and detail of work which must be handled at this level. For, like the neck of an hourglass, all items of business of the municipality must sooner or later pass through the council chamber. An actual meeting of a borough council recently provides a typical example.

At this meeting, the workload of each councillor is amply illustrated by the amount of paper generated for a single council session: the agenda and related documents comprise a pile two-and-one-quarter inches high which, presumably, each councillor is intended to have read and digested. The meeting commences ritualistically with O Canada and the Lord's Prayer and reception of the minutes of the previous session, the latter being amended and accepted as necessary.

Various communications are then received, in this case there being four rezoning applications each of which is referred to the Planning Board for its consideration. The Council then receives reports from the Board of Control and the Striking Committee. The six reports forwarded from the Board of Control originated from other council committees (Works, Transportation, Parks and Recreation, etc.). Though some aldermen have already dealt with each report once, and one member of the Board of Control, twice, each is reviewed, specific points discussed as necessary and the requisite by-laws passed to effect the Council's decisions. The passing of these by-laws, the recording by the Clerk and notification of the borough departments concerned set the wheels in motion for the implementation of each decision.

At this meeting Council also receives a report from its Striking Committee regarding 26 citizen member positions to be filled on eight municipal special purpose bodies (Planning Board, Committee of Adjustment, Board of Health, Library Board, etc.). Along with the recommendations of the Striking Committee, eight appendices are presented, one for each special purpose body, showing details of the qualifications of each of the 93 people who are interested in a seat on one of these bodies. In addition, two candidates for a seat on the Planning Board appear before Council so that the councillors themselves may judge their suitability. The appointments are made by Council through a motion to approve or amend the report of the Striking Committee.

Council moves on to the next item on the agenda which is to receive notices of future motions. It is a requirement of the procedure by-law that, unless waived, Council be given notification of motions to be presented at the following meeting so that all members have the opportunity to review their position on each

issue. At this meeting notification of motions included a proposal to abolish the Planning Board and replace it with a council committee, a request to the province for an amendment to The Municipal Act in relation to the control of highways, and the establishment of a committee to assist with International Women's Year activities within the borough. These notifications receive formal acceptance.

Communications are also received at this point from other citizens and organizations. A charitable association requests permission to sell lottery tickets within the borough. The Children's Aid Society of Metropolitan Toronto requests the appointment of two councillors to an advisory committee. A neighbouring municipality, outside the boundaries of the metropolitan area, requests endorsement of a resolution concerning unemployment and downward trends in its main industry. All must be reviewed and acted on by Council.

Finally, Council comes to the motions for which notice has previously been given. At this meeting there are three: one to establish a special committee to review a zoning by-law; the second to instruct borough staff to undertake a study of the impact of property tax reductions on senior citizens; and a third directing a commissioner to undertake a survey of the safety of swimming pools in apartment buildings. Once again each is debated, amended as necessary, and a decision taken. The business of the day being over, Council then adjourns.

The council meeting summarized above tends to show, among other things, why proceedings at local government body meetings often seem to be characterized by a lack of priorities - whether they are administrative trivia or involve the expenditure of many millions of dollars, items appear to be given more or less the same amount of attention. This appearance may result from the need to follow prescribed procedures and because items are often referred back and forth within the decision-making system before final approval is granted. The budgetary process of a council provides a good example of such movement.

### Budgetary Process

Budget responsibility rests principally at the level of board of control or executive committee. It is here that the proposed capital expenditure plan must be reviewed and estimates of proposed revenue and operating expenditures must be prepared for presentation to full council. To carry out such a function the board of control or executive committee usually relies on the standing committees to review the annual estimates and program proposals coming forward from the departments. The special purpose bodies which are required to submit their estimates and budgets to council will also present their financial requirements to the board of control or executive committee at the same time as the department estimates are being considered. The standing committees will comment on the proposals and will forward them with their opinions to the board of control or executive committee. The board attempts to estimate the revenue derived from property taxes, provincial grants, and other sources. Usually the collective operative expenditure estimates of the departments exceed the estimated revenue and for this reason the board of control or executive committee often refers responsibility for modifying projected program expenditure back to the standing committees of council and ultimately to the departments. There will then be a further presentation to the standing committees by departments and revised estimates will be forwarded to the board of control or executive committee. When it feels that a reasonable balance has been achieved between projected revenues and expenditures, without unduly increasing the property tax mill rate, it will pass the estimates of revenue and expenditure on to council. Finally, council passes the budget.

### Demands of the Process

The descriptions (albeit oversimplified) of a council meeting and the budgetary process indicate the major demands which the process places on the key participants.

In general, decision making in local government bodies is characterised by mounds of paper and time-consuming meetings. This is particularly true

of municipal councils which are legally required to deal with every issue and to ratify every decision which may already have been approved by two or three levels within a system which contains many committees, subcommittees and special purpose bodies. Furthermore, the frequency and length of meetings and the amount of time required for items to move through the system in local government bodies are increasing.

The process is not only cumbersome; it is also participatory. Notwithstanding procedural by-laws, the elected officials responsible for making decisions encourage and, to some extent, rely upon advice being provided to them by both the senior employees and citizen groups. The impact of citizen participation on the speed with which decisions are made can be readily appreciated. The development approval procedure in local government, for example, is at best slow but given the assiduous opposition of citizen groups to a particular proposal, the process can literally last for years.

The decision-making process in local government is very time consuming, especially for senior elected officials. Mayors, members of boards of control, members of executive committees and some aldermen have several meetings a week with their own area municipal councils, committees and subcommittees, with special purpose bodies at the municipal level, and with council, committees, subcommittees and special purpose bodies at the metropolitan level. They are expected to have prepared themselves for all these meetings, to conduct intelligent debate and to make wise decisions. The same sort of demands are made on the time of school trustees who serve on the metropolitan-level school board. Most of the senior decision makers in local government in Metropolitan Toronto are thus overloaded.

#### Role of Elected Representatives

The role of the key elected officials in the decision-making process varies considerably and, as has been mentioned, depends on both the issue at hand and the incumbent of the position.

The mayors, the Metropolitan Chairman and the chairmen of the special purpose bodies tend to

act as focal points for both the introduction of new initiatives and the way in which they are handled. In some respects the incumbents of these positions are required to be mediators, bringing forward compromises reasonably acceptable to all parties. Boards of control and executive committees have a special responsibility for reviewing all initiatives since expenditure of funds is often required. They will usually attempt to balance local needs with the broader requirements of the people being served by the local government body. Aldermen, though they may often vote on any issue on a ward basis, must also deal with some responsibilities of the council on an area-wide basis. In council, aldermen will often support each other depending upon the issue and may sometimes form reasonably permanent coalitions similar to the Reform Caucus on the City of Toronto Council (which might represent an early stage in the development of a municipal political party system).

Just as voting on area municipal councils is sometimes divided on a ward basis, the same phenomenon occurs in Metropolitan Council on which members can take a metropolitan-wide perspective; or protect the interests of their own municipality when there is a real or imagined metropolitan local conflict; or can support each other on an inner municipality - outer municipality basis; or indeed any other basis. The extent to which this occurs also varies with the issue at hand and individual members of Metropolitan Council.

Compared with the senior levels of government and the private sector, in local government the distinction between formulating policy and administering policy is blurred. Elected officials and appointed citizen members in local government are legally obliged and sometimes personally inclined to involve themselves in administrative matters which in most other organizations are left to employees. Similarly, senior civil servants and employees of special purpose bodies tend to develop policies, priorities and plans which they expect their political masters to endorse. Indeed, a cynic could argue that the role reversal of elected representatives and employees is so pronounced in many local government bodies that it is the employees who are actually in command. Even if such a view is exag-

gerated the importance of the senior employee in local government can hardly be overemphasized. Subject to the approval of council or their governing board, they exercise considerable authority.

## OUTPUTS

Outputs consist of what is decided and what is done by the local government body: policies, programs, resolutions and by-laws. Decisions taken by councils (and the boards of the major special purpose bodies) are of several types. First, there are decisions of an intergovernmental nature. It may be resolved, for example, that the mayor, perhaps accompanied by other members of council, form a deputation to the province or other units of government to put forward council's views on a particular issue. Second, council may endorse a broad policy document, (for example, the City of Toronto's housing document entitled "Living Room") either as a general announcement of intent or as a discussion document to be submitted at a conference with other levels of government. Third, and most important insofar as ongoing activities are concerned, operational programs are endorsed by council - mostly within the budgetary process. Fourth, specific by-laws are passed concerning individual decisions within programs - for example, concerning the use of a park or a zoning amendment. Fifth, councils make appointments within the governmental system and make other specific decisions concerning the procedure to be followed in dealing with business at hand.

Frequently, decisions taken by councils require some response by the civic service structure, and systems have been developed to deal with these decisions. The department heads may gather together immediately after council meetings in order to discuss the implications of decisions which were made and to determine what action should be taken. In addition to these meetings, there are also usually a series of internal administrative meetings through the year attended by the department heads to deal with both routine and special matters. In the boroughs of York and Scarborough, for example, there are now regular inter-departmental meetings held together with elected officials in order to review the administration of the borough and to ensure the effective delivery of programs to the public.

Some of the decisions made result in changes in the internal administration of the local government body or changes in the programs and services delivered to the public. The actual services are principally provided by the employees of the government bodies. Insofar as these services evoke response from the people being served or require modification as a result of action taken by the elected officials and employees of the local government bodies, they link back to the input phase of the system.

There are, of course, severe limits applied to outputs and hence the decision making process. Generally, local government bodies are not permitted the flexibility to make radical changes in direction or to alter their programs as substantially as some people may wish. The discussion and decision-making regarding a municipal budget, for example, is tempered by the constraints which apply to council in the setting or priorities. Like all governments, much of local government expenditure is predetermined since its many buildings, roads and other facilities require continuous maintenance and repair. It has little or no control over expenditures on such services as education and policing. And while conditional grants from the province provide welcome revenue, they further restrict council's discretionary decision-making. It can be of small consolation to a council that the same sort of restrictions apply to virtually all special purpose bodies in the metropolitan area. Their authority, responsibilities and funding also tend to be prescribed for them. Their resources also tend to be committed to certain programs, either by law or by choice, and cannot therefore be reallocated. Hence, most of the activity of local government bodies is routine and ongoing, consisting of minor alterations in programs and services rather than major new initiatives.

This lack of flexibility leads to a final conclusion about local government in Metropolitan Toronto: its organization permits it to be sensitive to the needs of the individual people it is serving, but its relative lack of autonomy prohibits it from being totally responsive to demands for major changes in policy directions.

APPENDICES

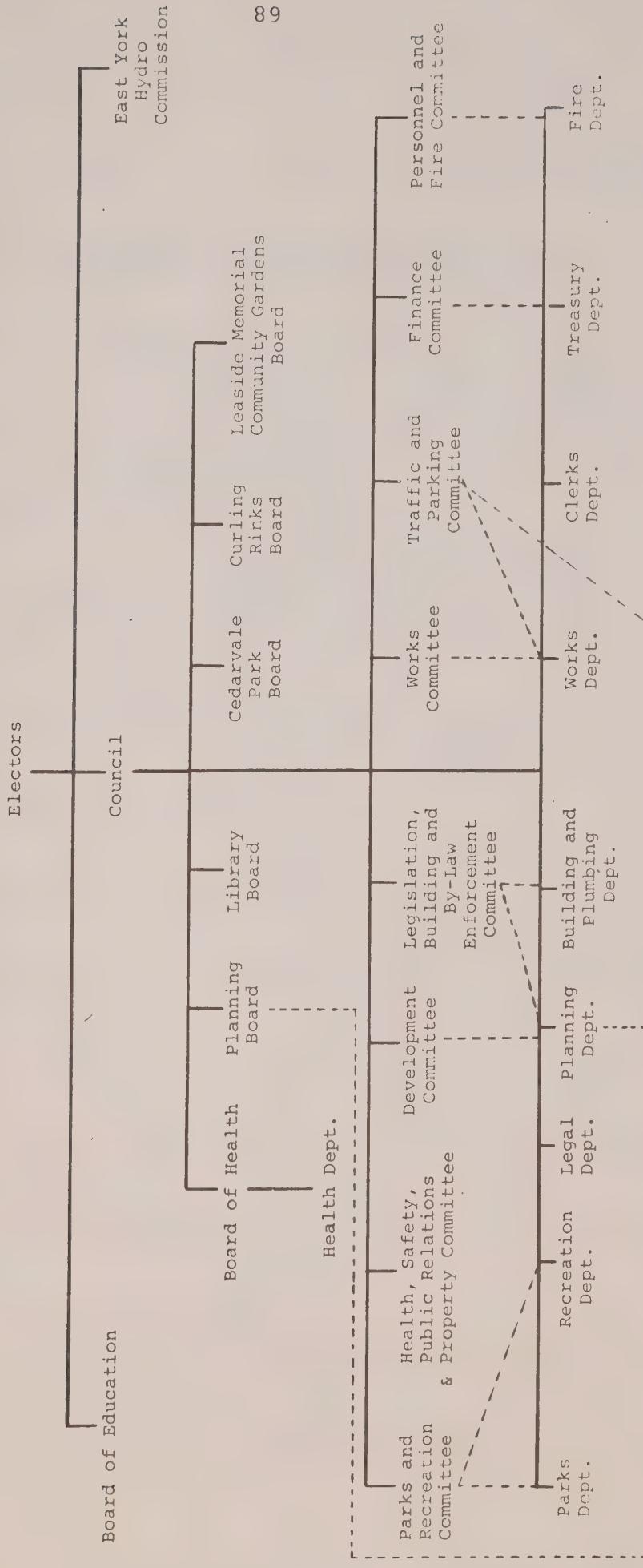
Notes on Appendices

These appendices contain organization charts and statements of departmental functions for the seven municipalities and also lists of the special purpose bodies in Metropolitan Toronto. The following comments should be made regarding each:

- (a) The organization charts were derived from charts provided by the municipalities and were redrawn in order to achieve a reasonably consistent format which would permit some comparison among different municipalities. Since quasi-judicial bodies at the area municipal level do not report to council they were excluded from these charts by the authors but otherwise the special purpose bodies shown on the municipal charts have been included. A dotted line on a chart indicates a functional reporting relationship; a solid line an administrative or executive reporting relationship. The charts should be interpreted with caution. They are only crude outlines of formal organization structures, not detailed pictures of reality.
- (b) The statements of departmental functions are also based on material provided by the municipalities. They have not been verified with each and every department head but should nevertheless indicate basically what different departments do.
- (c) The lists of special purpose bodies include all major and minor bodies and were confirmed as being correct by municipal officials at the time of preparation of this paper. The classification of special purpose bodies according to their policy, program and advisory roles was done by the authors alone.

**Appendix I**

**BOROUGH OF EAST YORK**



APPENDIX I (Cont.)EAST YORK - DEPARTMENTAL FUNCTIONS

<u>Department</u>	<u>Functions</u>
Building	<ul style="list-style-type: none"> <li>- Inspects buildings, including plumbing and drains.</li> <li>- Issues building and plumbing permits.</li> <li>- Administers and enforces by-laws pertaining to buildings, signs, swimming pools, plumbing and termites.</li> <li>- Responsible for housing with respect to the Ontario Home Renewal Program.</li> </ul>
Clerk's	<ul style="list-style-type: none"> <li>- Fulfills statutory functions in relation to the proceedings of council.</li> <li>- Prepares material for council and its committees.</li> <li>- Maintains by-law and minutes records and publishes by-laws.</li> <li>- Administers municipal elections.</li> <li>- Licenses lotteries.</li> <li>- Issues marriage licenses and maintains vital statistics records.</li> <li>- Maintains assessment rolls, including registration of school support.</li> <li>- Processes rezoning and capital expenditure applications to the Ontario Municipal Board.</li> <li>- Processes rezoning restriction requests on the transfer of properties.</li> </ul>

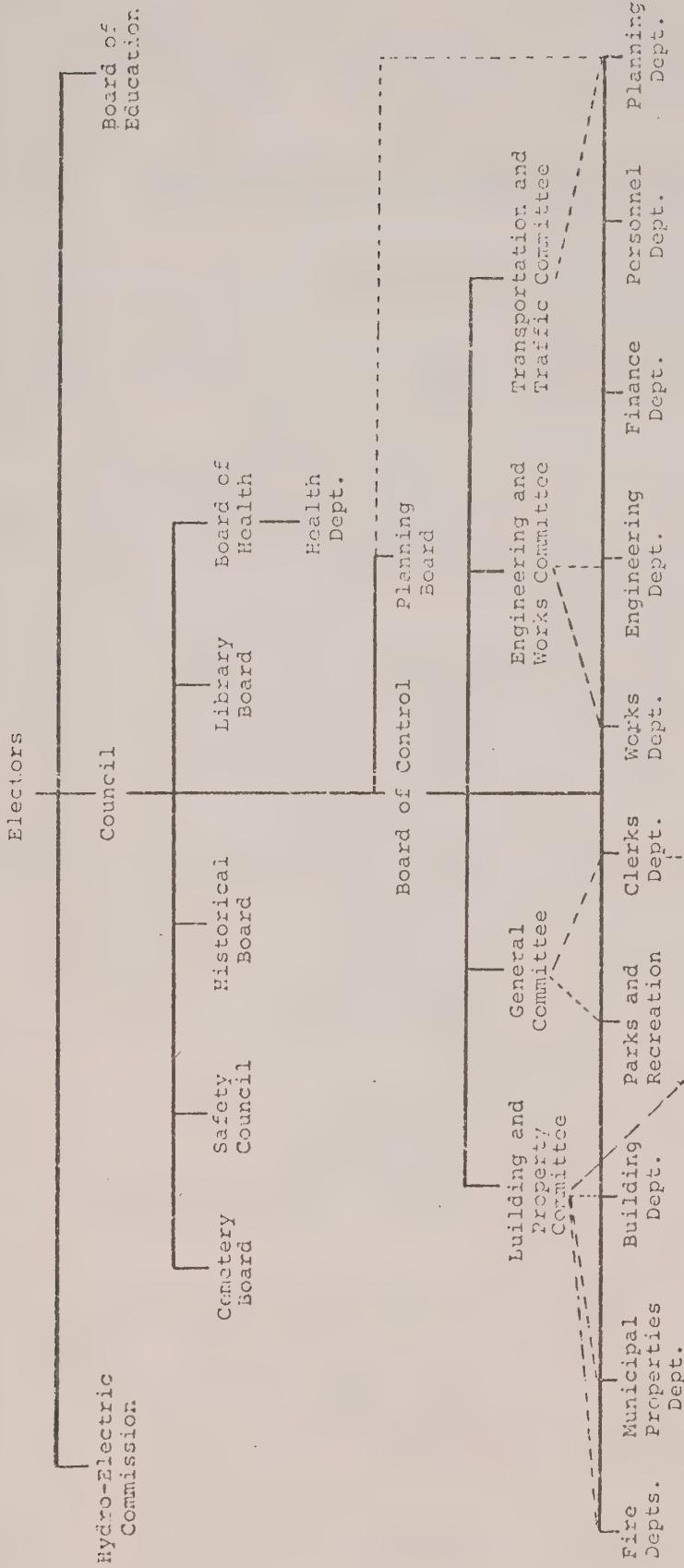
APPENDIX I (Cont.)

<u>Department</u>	<u>Functions</u>
Fire	<ul style="list-style-type: none"> <li>- Fights fires.</li> <li>- Promotes fire prevention.</li> <li>- Administers fire prevention by-laws.</li> </ul>
Legal	<ul style="list-style-type: none"> <li>- Advises on and administers legal matters affecting the Borough, including by-law enforcement and the minimum standards by-law.</li> </ul>
Parks	<ul style="list-style-type: none"> <li>- Responsible for the establishment and upkeep of Borough parks, buildings, boulevards, etc.</li> <li>- Weed control.</li> <li>- Maintenance of Todmorden Mills Historic Site.</li> <li>- Maintenance of education sites, park recreation facilities, skating rinks, greenhouses, etc.</li> </ul>
Planning	<ul style="list-style-type: none"> <li>- Advises Council on evolving policy on planning matters.</li> <li>- Supervises studies and prepares long-range planning proposals.</li> <li>- Prepares and processes Official Plans and site plan agreements and administers zoning by-laws.</li> </ul>
Recreation	<ul style="list-style-type: none"> <li>- Responsible for a comprehensive recreation program for senior citizens, adults, boys and girls involving all community facilities.</li> </ul>

APPENDIX I (Cont.)

<u>Department</u>	<u>Functions</u>
Treasury	<ul style="list-style-type: none"> <li>- Fulfills statutory responsibilities for all financial operations associated with the Borough.</li> <li>- Administers payroll, personnel, data processing, water revenue, tax collection and purchasing.</li> </ul>
Works	<ul style="list-style-type: none"> <li>- Undertakes the administration of all works and engineering including: garbage collection, traffic surveys and devices, the design, construction and maintenance of pavements, sidewalks, sewers, watermains, and bus shelters; undertakes sewer flushing, catch basin repairs, surveys and vehicle maintenance.</li> </ul>
Health	<ul style="list-style-type: none"> <li>- Inspects restaurants, bakeries, frozen food, plants, barber shops.</li> <li>- Maintains programs of disease control, environmental sanitation, water and sewage control.</li> <li>- Provides school dental services.</li> </ul>

BOROUGH OF ETON COKE



APPENDIX II (Cont.)ETOBICOKE - DEPARTMENTAL FUNCTIONS

<u>Department</u>	<u>Functions</u>
Building	<ul style="list-style-type: none"> <li>- Examines building plans and grants permits.</li> <li>- Administers and enforces Borough's property standards, occupancy and zoning by-laws.</li> <li>- Provides termite control service.</li> </ul>
Clerk's	<ul style="list-style-type: none"> <li>- Provides secretariat service to Council, Board of Control and Committees of Council, the Court of Revision and various hearings.</li> <li>- Issues marriage licenses and maintains vital statistics.</li> <li>- Maintains assessment records.</li> <li>- Administers civic elections and voters lists.</li> <li>- Enforces by-laws.</li> <li>- Animal control.</li> <li>- Printing and switchboard operation.</li> </ul>
Engineering	<ul style="list-style-type: none"> <li>- Responsible for the construction of all capital works, viz: roads, sidewalks, bridges, water supply, sanitary and storm sewers, erosion and pollution control.</li> <li>- Plumbing and drainage inspection.</li> <li>- Drafting and surveys in relation to Borough works.</li> </ul>

APPENDIX II (Cont.)

<u>Department</u>	<u>Functions</u>
Finance	<ul style="list-style-type: none"> <li>- Responsible for all the financial aspects of the Borough, including tax billing and collection, issuance of tax certificates, administering of tax credits, cashiers function and insurance.</li> <li>- Maintains budget control, both capital and current.</li> <li>- General accounting and capital (debenture) accounting.</li> <li>- Undertakes purchasing for the Borough, operates stockroom and disposes of surplus material.</li> <li>- Operates data centre.</li> <li>- Administers civic payroll.</li> <li>- Maintains financial controls in relation to subdivision development.</li> <li>- Undertakes water billing and collection.</li> </ul>
Fire	<ul style="list-style-type: none"> <li>- Fire protection.</li> <li>- Fire prevention inspection.</li> <li>- Emergency assistance (oxygen, etc.)</li> </ul>
Industrial Development	<ul style="list-style-type: none"> <li>- Responsible for industrial liaison.</li> <li>- Administers development agreements.</li> <li>- Administers housing under the Ontario Home Renewal Program.</li> </ul>
Municipal Properties	<ul style="list-style-type: none"> <li>- Constructs and maintains municipal buildings.</li> </ul>

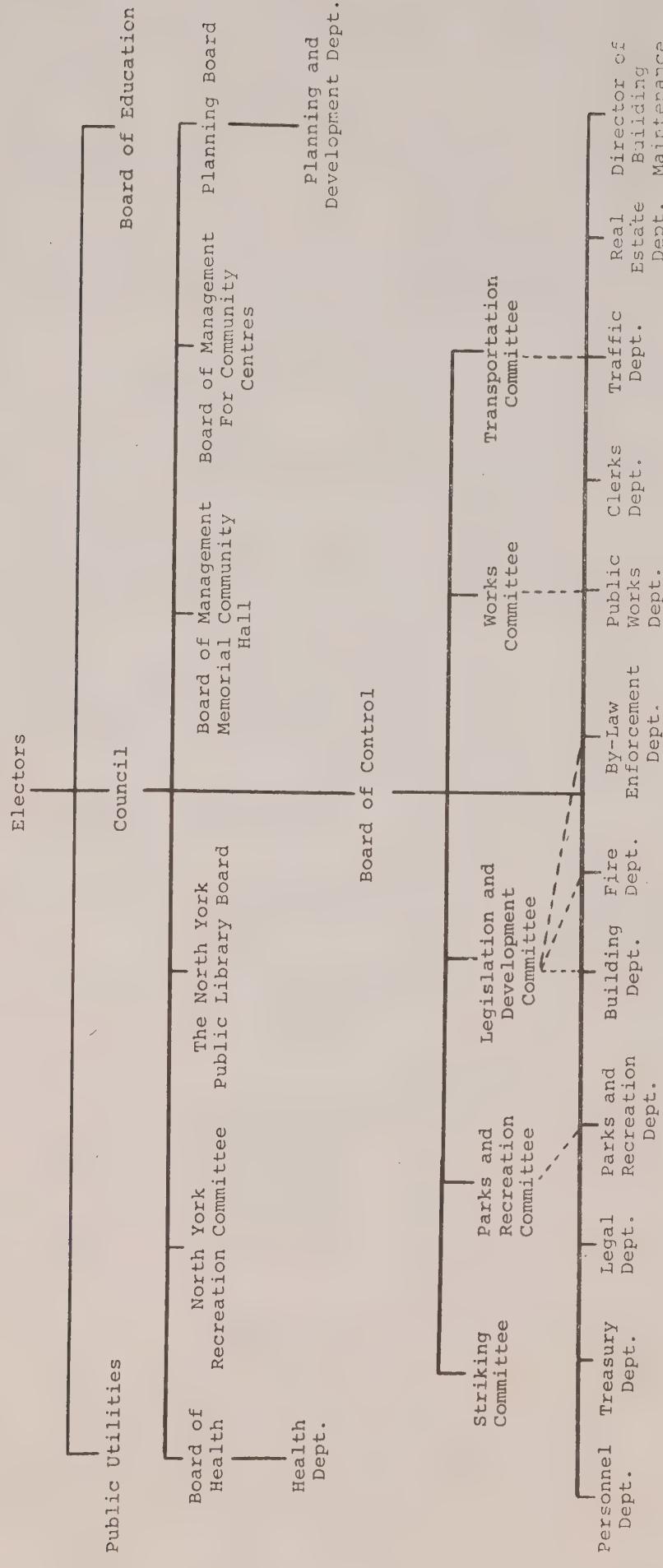
APPENDIX II (Cont.)

<u>Department</u>	<u>Functions</u>
	<ul style="list-style-type: none"> <li>- Operates garage.</li> <li>- Responsible for security in respect of municipal property.</li> </ul>
Parks and Recreation Services	<ul style="list-style-type: none"> <li>- Maintains parks, including Centennial Park, swimming pools, greenhouses, tree program, ice rinks and arenas.</li> <li>- Manages community schools and community centres.</li> <li>- Provides recreation programs.</li> </ul>
Personnel	<ul style="list-style-type: none"> <li>- Undertakes personnel selection, determination of salary and wage scales, and contract negotiations.</li> <li>- Administers employee benefits, pension records and retirement information.</li> <li>- Operates cafeteria.</li> </ul>
Works	<ul style="list-style-type: none"> <li>- Maintains roads, sidewalks, bridges, water supply system, sanitary and storm sewers, erosion and pollution control, ditching and culverts, bus shelters, cross-walks and road markings.</li> <li>- Undertakes garbage collection, snow removal and weed control.</li> <li>- Responsible for street-lighting and traffic and street signs, parking meter installation, maintenance and collection.</li> </ul>
Health	<ul style="list-style-type: none"> <li>- Responsible for health inspections, disease control and school health services.</li> </ul>

Appendix III

BOROUGH OF NORTH YORK

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APPENDIX III (Cont.)NORTH YORK - DEPARTMENTAL FUNCTIONS

<u>Department</u>	<u>Functions</u>
Building	<ul style="list-style-type: none"> <li>- Inspects and approves building plans and specifications.</li> <li>- Implements the Building Code and various municipal by-laws.</li> <li>- Enforces provincial plumbing regulations.</li> <li>- Regulates heating systems and equipment in compliance with Building by-laws.</li> <li>- Enforces New Housing Standards by-law.</li> </ul>
Building Maintenance	<ul style="list-style-type: none"> <li>- Maintains buildings owned by North York.</li> </ul>
By-law Enforcement	<ul style="list-style-type: none"> <li>- Investigates infringements of Borough by-laws.</li> <li>- Issues dog licenses.</li> <li>- Licenses dry-cleaning establishments and Christmas tree lots.</li> <li>- Processes applications for Metropolitan licenses.</li> </ul>
Clerk	<ul style="list-style-type: none"> <li>- Provides Council with information as required.</li> <li>- Prepares agendas and records minutes for Council, Board of Control and Council Committees.</li> <li>- Prepares by-laws and resolutions for Council.</li> </ul>

APPENDIX III (Cont.)

<u>Department</u>	<u>Functions</u>
	<ul style="list-style-type: none"> <li>- Administers civic elections and assessment rolls.</li> <li>- Issues marriage licenses.</li> <li>- Administers vital statistics.</li> <li>- Revises school support lists.</li> <li>- Provides public information and operates switchboard services.</li> </ul>
Fire	<ul style="list-style-type: none"> <li>- Fire fighting.</li> <li>- Fire prevention.</li> <li>- Maintains emergency services.</li> </ul>
Legal	<ul style="list-style-type: none"> <li>- Handles all legal transactions of the Borough including approval of by-laws, contracts, subdivision and similar agreements, property transactions, union negotiations, by-law interpretation and court litigation.</li> </ul>
Health	<ul style="list-style-type: none"> <li>- Inspects restaurants, bakeries, frozen food plants, barber shops.</li> <li>- Maintains programs of disease control, environmental sanitation, water and sewage control.</li> <li>- Provides school dental services.</li> <li>- Operates a birth control program and a venereal disease program.</li> </ul>
Parks and Recreation	<ul style="list-style-type: none"> <li>- Co-ordinates the use of all facilities for parks and recreation.</li> </ul>

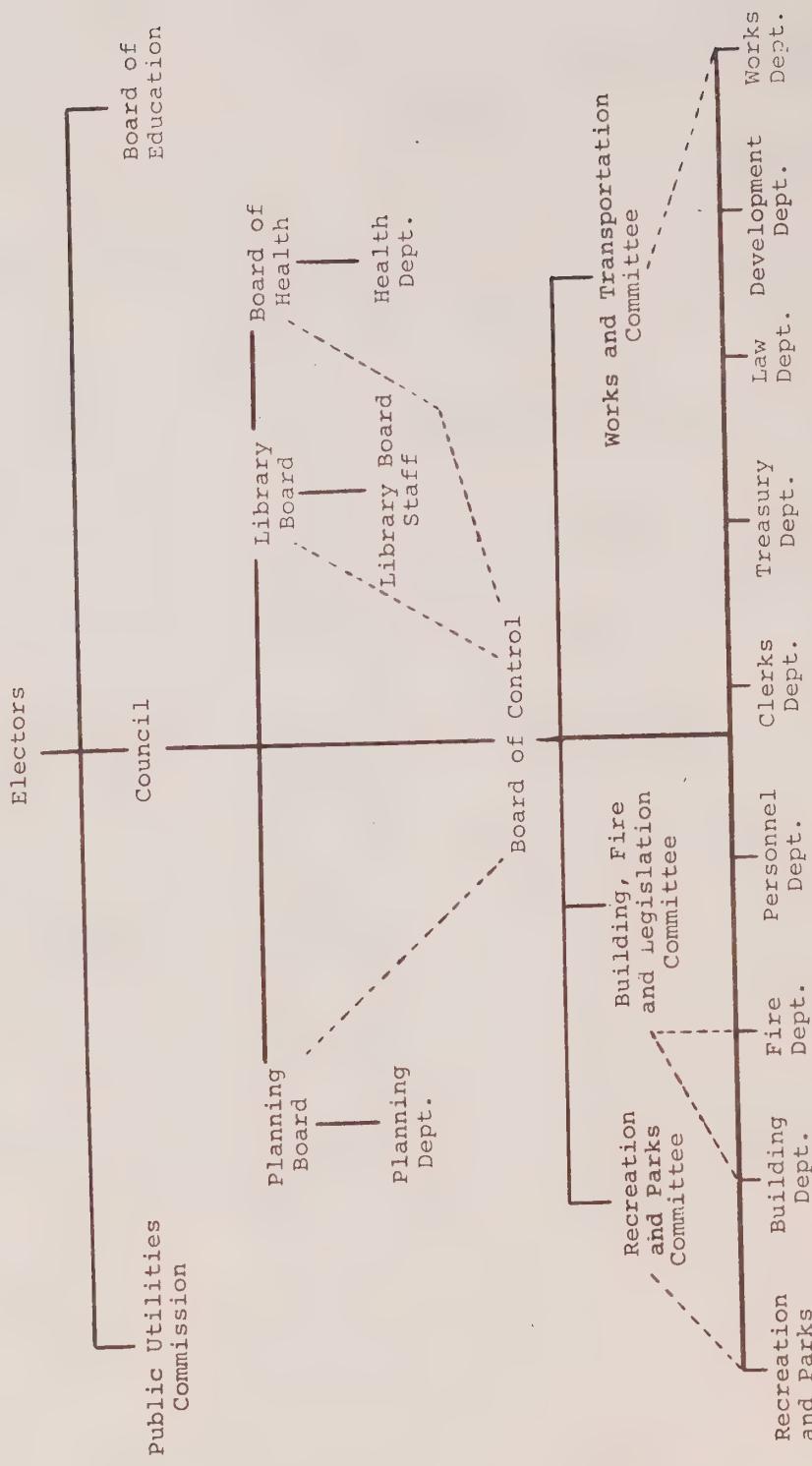
APPENDIX III (Cont.)

<u>Department</u>	<u>Functions</u>
	<ul style="list-style-type: none"> <li>- Acquires and develops land for parks.</li> <li>- Proposes and develops recreation programs.</li> <li>- Works with community groups in the development of youth programs.</li> </ul>
Personnel	<ul style="list-style-type: none"> <li>- Recruitment, selection and promotion of staff.</li> <li>- Salary and wage administration.</li> <li>- Employee records.</li> <li>- Employee accident prevention programs.</li> <li>- Workmen's Compensation matters.</li> <li>- Labour negotiations.</li> </ul>
Planning and Development	<ul style="list-style-type: none"> <li>- Develops and reviews the official plan.</li> <li>- Co-ordinates information for processing development applications including subdivisions, Committee of Adjustment variances, and Building Plan approvals.</li> </ul>
Public Works	<ul style="list-style-type: none"> <li>- Snow removal.</li> <li>- Road maintenance.</li> <li>- Sewer and water services.</li> <li>- Garbage collection.</li> <li>- Sidewalk maintenance.</li> </ul>

APPENDIX III (Cont.)

<u>Department</u>	<u>Functions</u>
Real Estate	<ul style="list-style-type: none"><li>- Appraisal and negotiation of purchases.</li><li>- Sale by tender of Borough lands.</li><li>- Management of Borough property.</li><li>- Expropriations.</li></ul>
Traffic	<ul style="list-style-type: none"><li>- Directs and controls vehicular movement on local streets in North York.</li></ul>
Treasury	<ul style="list-style-type: none"><li>- Assembles and correlates financial estimates for the annual tax levy.</li><li>- Administers tax collection.</li><li>- Prepares expenditure items for council consideration and makes payments.</li><li>- Records all Borough financial transactions.</li><li>- Conducts central purchasing, stores and inventories.</li></ul>

## Appendix IV

BOROUGH OF SCARBOROUGH

APPENDIX IV (Cont.)SCARBOROUGH - DEPARTMENTAL FUNCTIONS

<u>Department</u>	<u>Functions</u>
Building	<ul style="list-style-type: none"> <li>- Administers, and enforces Borough's building by-laws, zoning by-laws, sign by-laws, and plumbing regulations.</li> <li>- Examines building plans and grants building permits.</li> </ul>
Clerk's	<ul style="list-style-type: none"> <li>- Records minutes of Council, Board of Control, and standing and special committees of Council.</li> <li>- Processes by-laws and regulations.</li> <li>- Issues marriage licenses and registers births and deaths.</li> <li>- Maintains a Municipal Resource Centre and a Records Management program.</li> <li>- Maintains the assessment rolls.</li> <li>- Administers civic elections.</li> <li>- Administers tours of the Civic Centre.</li> <li>- Promotes industrial development.</li> </ul>
Fire	<ul style="list-style-type: none"> <li>- Fire protection service.</li> <li>- Inspects homes and small businesses for fire hazards.</li> <li>- Handles a number of personal emergencies including drownings, industrial accidents.</li> </ul>

APPENDIX IV (Cont.)

<u>Department</u>	<u>Functions</u>
Health	<ul style="list-style-type: none"> <li>- Administers the laws in the Provincial Public Health Act.</li> <li>- Conducts health programs in schools: vision, hearing, immunization, dental inspection.</li> <li>- Conducts preventative health programs in the community.</li> <li>- Provides travel immunization.</li> <li>- Control of venereal disease.</li> <li>- Family planning.</li> <li>- T.B. surveillance.</li> </ul>
Law	<ul style="list-style-type: none"> <li>- Legal services to the Council and departments as well as the Planning Board, Committee of Adjustment and the Library Board.</li> <li>- Court litigation for the Borough.</li> <li>- Legal work on property transactions, expropriations, construction contracts, capital works and zoning by-laws.</li> <li>- By-law enforcement.</li> <li>- Animal control.</li> </ul>
Personnel	<ul style="list-style-type: none"> <li>- Recruitment, selection and promotion of staff.</li> <li>- Administers labour agreements.</li> <li>- Represents the Borough during conciliation and arbitration negotiations.</li> <li>- Processes grievances.</li> </ul>

APPENDIX IV (Cont.)

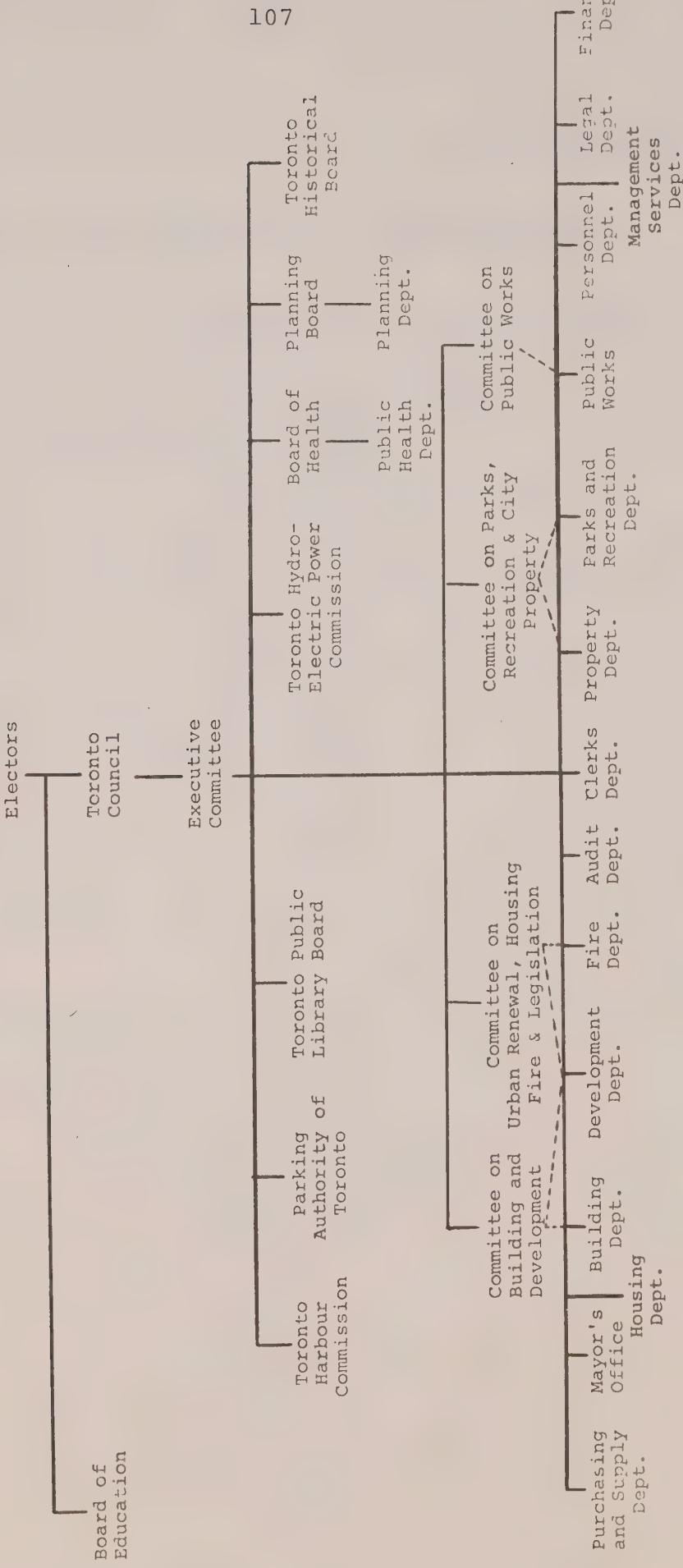
<u>Department</u>	<u>Function</u>
	<ul style="list-style-type: none"> <li>- Administers fair wage program on Borough contracts.</li> </ul>
Planning	<ul style="list-style-type: none"> <li>- Administrative arm of the Planning Board and Committee of Adjustment.</li> <li>- Prepares the Official Plan.</li> <li>- Responsible for implementation of policies on land use, subdivision of lands and the planning and development of the Municipality.</li> </ul>
Property	<ul style="list-style-type: none"> <li>- Appraises and negotiates the purchase of property for the Borough.</li> <li>- Survey and mapping of Borough lands.</li> <li>- Maintenance of Borough buildings.</li> <li>- Entertainment at the Civic Centre and the Albert Campbell Square.</li> </ul>
Recreation and Parks	<ul style="list-style-type: none"> <li>- Provides year round recreation for Borough residents of all ages.</li> <li>- Operates swimming pools, day camps, youth centres, a senior citizens drop-in centre.</li> <li>- Conducts training programs for playground leaders, coaches and other sports officials.</li> <li>- Develops new parks.</li> <li>- Plants trees on road allowances and all parks buildings.</li> </ul>

APPENDIX IV (Cont.)

<u>Department</u>	<u>Functions</u>
Treasury	<ul style="list-style-type: none"> <li>- Attends to the financial obligations of the Borough including collecting all business and real estate taxes.</li> <li>- Provides financial control.</li> <li>- Licensing other than that under the Metropolitan Licensing Commission.</li> <li>- Purchases for all Borough departments.</li> <li>- Operates stockroom.</li> <li>- Provides printing facilities and central mailing for both the Borough and the Board of Education.</li> <li>- Operates the Borough computer and installs new systems and procedures.</li> </ul>
Works	<ul style="list-style-type: none"> <li>- Responsible for the construction and maintenance of works other than parks and water distribution. Work includes: sewers, roads, sidewalks and bridges.</li> <li>- Responsible for traffic engineering, subdivision control, garbage collection, street cleaning, ice and snow removal and weed cutting.</li> <li>- Installs, maintains and determines location of street signs and bus shelters.</li> </ul>

Appendix V

CITY OF TORONTO



APPENDIX V (Cont.)CITY OF TORONTO - DEPARTMENTAL FUNCTIONS

<u>Department</u>	<u>Functions</u>
Audit	<ul style="list-style-type: none"> <li>- Audits City departments, City Corporation and local boards and commissions of the City.</li> </ul>
Clerk	<ul style="list-style-type: none"> <li>- Prepares agenda and minutes for Council and Standing Committees.</li> <li>- Administers civic elections and assessment rolls.</li> <li>- Administers marriage licenses, vital statistics, records, archives, central mailing, advertising, by-laws, public information system.</li> <li>- Provides transportation and secretarial services for Council.</li> <li>- Arranges civic functions.</li> </ul>
Development	<ul style="list-style-type: none"> <li>- Promotes and assists commercial, industrial, and municipal development programs.</li> <li>- Implements and co-ordinates community renewal and improvement programs.</li> <li>- Develops community and public relations.</li> </ul>
Finance	<ul style="list-style-type: none"> <li>- Billing and collection of taxes.</li> <li>- Investment of pension funds.</li> <li>- Short and long-term financing.</li> <li>- Studies of departmental organization, systems and methods.</li> </ul>

APPENDIX V (Cont.)

<u>Department</u>	<u>Functions</u>
	<ul style="list-style-type: none"> <li>- Development of organization and procedural manuals.</li> <li>- Operation of data processing centre.</li> <li>- Co-ordination of analysis of financial estimates and statements.</li> <li>- Provision of routine budgetary controls.</li> <li>- Maintenance of accounts and payroll distribution system.</li> </ul>
Housing	<ul style="list-style-type: none"> <li>- Land banking.</li> <li>- House banking.</li> <li>- Large land development (St. Lawrence)</li> <li>- Assistance to non-profit housing groups in City.</li> <li>- Advise Council on private developments.</li> </ul>
Legal	<ul style="list-style-type: none"> <li>- Provide legal advice to Council, Executive Committee, Council Committee, City departments and local boards.</li> <li>- Represent the City in court.</li> </ul>
Mayor's Office	<ul style="list-style-type: none"> <li>- Policy development.</li> <li>- Research and information.</li> <li>- Encourage public programs and communications.</li> </ul>

APPENDIX V (Cont.)

<u>Department</u>	<u>Functions</u>
	<ul style="list-style-type: none"> <li>- Liaison with City departments, Metropolitan departments and private groups.</li> <li>- Co-ordinate Mayor's daily program requirements.</li> </ul>
Personnel	<ul style="list-style-type: none"> <li>- Recruitment.</li> <li>- Staffing control.</li> <li>- Administer classification system, merit system, central employee records, Workmen's Compensation, employee training, labour relations, special services.</li> </ul>
Purchasing and Supply	<ul style="list-style-type: none"> <li>- Acts as City purchasing agent.</li> <li>- Issues purchase orders.</li> <li>- Inspects and tests delivered goods.</li> <li>- Printing.</li> <li>- Controls supplies.</li> <li>- Maintains and repairs all City vehicles and equipment.</li> <li>- Administers Fair Wage Office (reviews wages of contractors).</li> </ul>
Property	<ul style="list-style-type: none"> <li>- Responsible for providing operating space and construction, maintenance, repair, alteration, architectural and real estate services for all civic departments.</li> </ul>

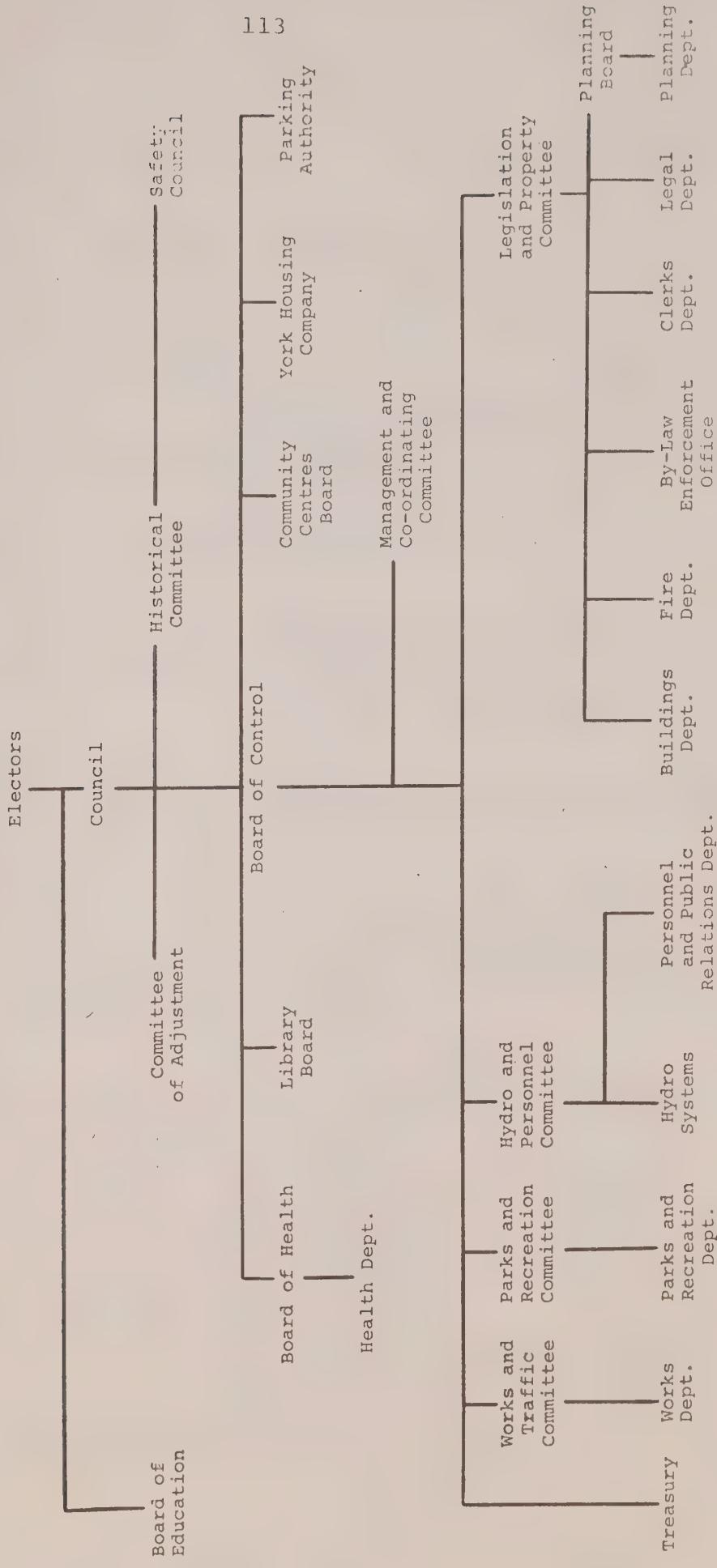
APPENDIX V (Cont.)

<u>Department</u>	<u>Functions</u>
Parks and Recreation	<ul style="list-style-type: none"> <li>- Operates, provides and maintains public parks and recreation facilities and programs in the City.</li> <li>- Plants, removes and cares for all trees on City streets.</li> </ul>
Buildings	<ul style="list-style-type: none"> <li>- Enforces Municipal by-laws and provincial statutes relating to buildings, heating plants, plumbing.</li> </ul>
Fire	<ul style="list-style-type: none"> <li>- Fights fires.</li> <li>- Conducts fire prevention programs.</li> <li>- Inspects homes and buildings.</li> <li>- Operates and maintains the City's fire alarm system.</li> </ul>
Public Works	<ul style="list-style-type: none"> <li>- Constructs, reconstructs and maintains sidewalks, curbs, pavements, sewers, watermains, bridges and subways.</li> <li>- Surveys land and provides mapping services.</li> <li>- Administers the status, opening and closing of public streets and lanes.</li> <li>- Numbers buildings.</li> <li>- Initiates and co-ordinates local improvement projects.</li> <li>- Distributes official maps.</li> </ul>

APPENDIX V (Cont.)

<u>Department</u>	<u>Functions</u>
	<ul style="list-style-type: none"><li>- Consolidates zoning by-laws.</li><li>- Refuse collection.</li><li>- Cleans and flushes City streets.</li><li>- Removes snow.</li></ul>
Health	<ul style="list-style-type: none"><li>- School medical and dental services.</li><li>- Mental health.</li><li>- Immunization.</li><li>- Infant, pre-school and maternal hygiene.</li><li>- Health education.</li><li>- Venereal disease control.</li><li>- T.B. prevention services.</li><li>- Public health nurses.</li><li>- Hospital health services.</li><li>- Family planning services.</li><li>- Food and milk inspection services.</li><li>- General sanitation.</li></ul>

## BOROUGH OF YORK



APPENDIX VI (Cont.)YORK - DEPARTMENTAL FUNCTIONS

<u>Department</u>	<u>Functions</u>
Building	<ul style="list-style-type: none"> <li>- Inspects and approves building applications including the issuance of permits.</li> <li>- Inspects construction sites and enforces building standards.</li> <li>- Enforces safety measures.</li> <li>- Advises on building and safety standards.</li> </ul>
By-law Enforcement	<ul style="list-style-type: none"> <li>- Enforces by-laws in respect of zoning, the dumping of rubbish, fences, milk delivery, signs, animal slaughter, trailers and tents, discharge of guns, etc.</li> <li>- Works with other Borough departments in enforcement of by-laws within their jurisdiction (e.g. building, plumbing, animal control, etc.).</li> </ul>
Clerk's	<ul style="list-style-type: none"> <li>- Fulfils all statutory duties under the Municipal Act in respect of meetings of Council.</li> <li>- Administers civic elections and voters lists.</li> <li>- Provides secretariat services for Council committees, other committees and some special purpose bodies.</li> <li>- Issues marriage licenses and records vital statistics.</li> </ul>

APPENDIX VI (Cont.)

<u>Department</u>	<u>Functions</u>
	<ul style="list-style-type: none"> <li>- Maintains assessment rolls.</li> <li>- Receives petitions for local improvements and makes applications to the Ontario Municipal Board.</li> <li>- Processes and documents all rezoning applications.</li> </ul>
Fire	<ul style="list-style-type: none"> <li>- Responsible for the protection of life and property within the Borough in respect of fire.</li> <li>- Provides preventative consultation and inspection.</li> <li>- Provides related emergency equipment and services.</li> </ul>
Hydro Systems	<ul style="list-style-type: none"> <li>- Responsible for the management, operation, planning and construction of the retail electric distribution system within the Borough of York.</li> </ul>
Parks and Recreation	<ul style="list-style-type: none"> <li>- Offers a diversified recreation program designed to serve people of all ages and various tastes.</li> <li>- Responsible for the development and maintenance of 350 acres of parkland, including the maintenance of grassland, playgrounds, sports areas, greenhouses and the tree planting program.</li> <li>- Responsible for the operation and permitting of facilities including recreation centres, the stadium, arenas and swimming pools.</li> </ul>

APPENDIX VI (Cont.)

<u>Department</u>	<u>Functions</u>
Planning	<ul style="list-style-type: none"> <li>- Assists the Planning Board in its investigation and survey of physical, social and economic conditions in relation to the development of the Borough.</li> <li>- Maintains Official Plan, zoning by-laws and plans of subdivision.</li> <li>- Advises on Borough decisions to buy or sell lands, close lanes, etc.</li> <li>- Comments on applications to the Committee of Adjustment.</li> </ul>
Personnel and Public Relations	<ul style="list-style-type: none"> <li>- Recruits and selects employees for all departments.</li> <li>- Responsible for wage and salary administration, job evaluation programs, employee counselling and personnel records.</li> <li>- Undertakes contract negotiations.</li> <li>- Publishes the "York Reporter", 54,000 copies of which are distributed free throughout the Borough.</li> <li>- Acts as press clearing house for all departments.</li> <li>- Undertakes community relations activities.</li> <li>- Arranges all civic and social functions.</li> </ul>
Treasury	<ul style="list-style-type: none"> <li>- Fulfils responsibilities of the Treasurer as imposed by the Municipal Act and related statutes.</li> </ul>

APPENDIX VI (Cont.)

<u>Department</u>	<u>Functions</u>
	<ul style="list-style-type: none"> <li>- Maintains assessment rolls.</li> <li>- Receives petitions for local improvements and makes applications to the Ontario Municipal Board.</li> <li>- Processes and documents all rezoning applications.</li> </ul>
Fire	<ul style="list-style-type: none"> <li>- Responsible for the protection of life and property within the Borough in respect of fire.</li> <li>- Provides preventative consultation and inspection.</li> <li>- Provides related emergency equipment and services.</li> </ul>
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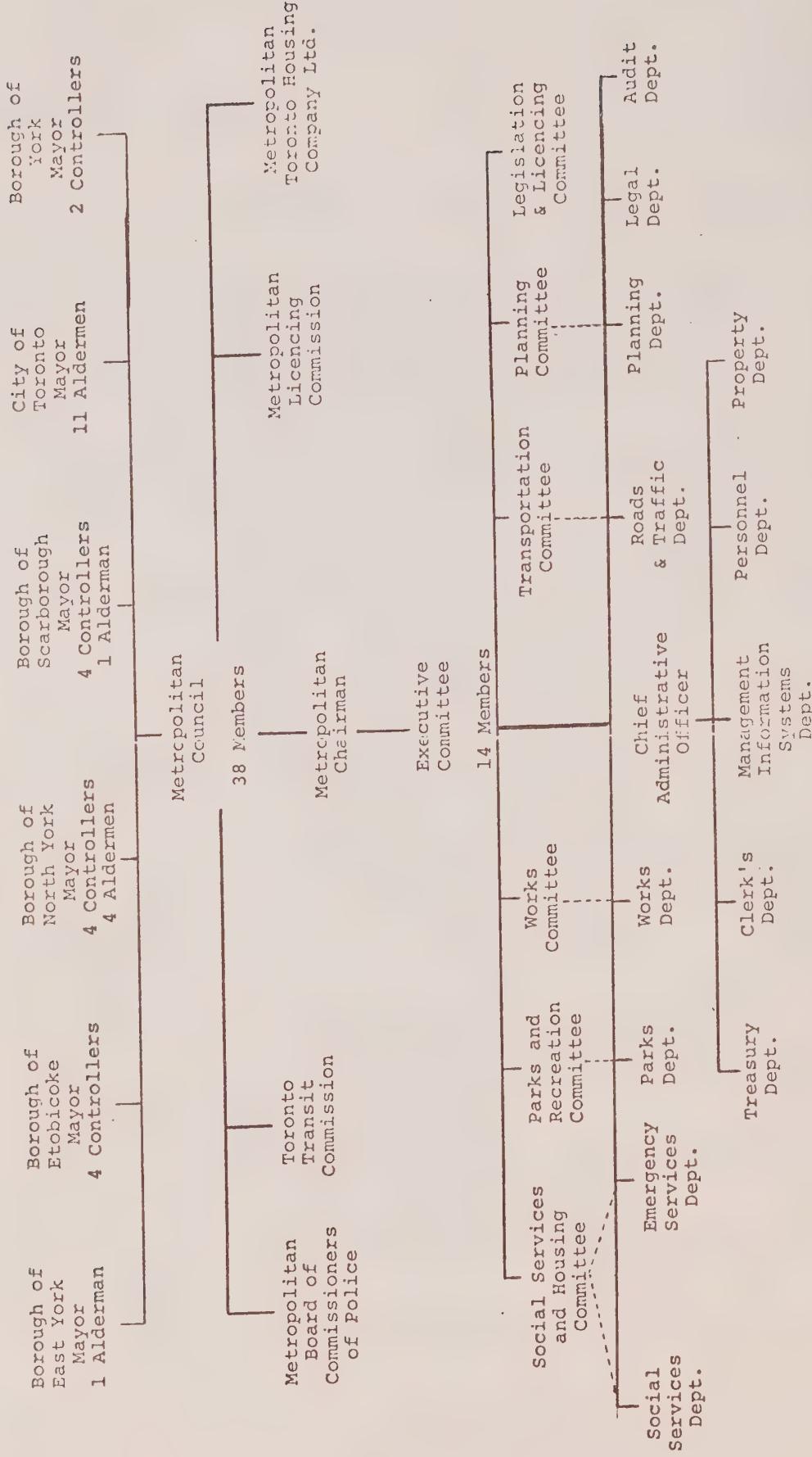
APPENDIX VI (Cont.)

<u>Department</u>	<u>Functions</u>
Planning	<ul style="list-style-type: none"> <li>- Assists the Planning Board in its investigation and survey of physical, social and economic conditions in relation to the development of the Borough.</li> <li>- Maintains Official Plan, zoning by-laws and plans of subdivision.</li> <li>- Advises on Borough decisions to buy or sell lands, close lanes, etc.</li> <li>- Comments on applications to the Committee of Adjustment.</li> </ul>
Personnel and Public Relations	<ul style="list-style-type: none"> <li>- Recruits and selects employees for all departments.</li> <li>- Responsible for wage and salary administration, job evaluation programs, employee counselling and personnel records.</li> <li>- Undertakes contract negotiations.</li> <li>- Publishes the "York Reporter", 54,000 copies of which are distributed free throughout the Borough.</li> <li>- Acts as press clearing house for all departments.</li> <li>- Undertakes community relations activities.</li> <li>- Arranges all civic and social functions.</li> </ul>
Treasury	<ul style="list-style-type: none"> <li>- Fulfils responsibilities of the Treasurer as imposed by the Municipal Act and related statutes.</li> </ul>

APPENDIX VI (Cont.)DepartmentFunctions

- Responsible for all financial administration activities including borrowing, budgeting, preparing annual financial statements, assembly of capital budgets, investment of idle funds, acting as treasurer of certain local boards, billing and collecting taxes and water rates, and the accounting of pension funds.
- Maintenance of books for the Borough and some boards.
- Central purchasing for all departments.
- Payroll administration.
- Data processing.
- Animal control.
  
- Services all roads and equipment.
- Maintains watermains and sewers.
- Reconstructs roads, sidewalks, services, etc.
- Designs and tenders Borough works, undertakes surveys and inspects construction work performed for the Borough.
- Responsible for traffic control measures including parking control.
- Relates to the Metropolitan Toronto Technical Traffic Committee.
  
- Responsible for health inspections, disease control and school health services.

## METROPOLITAN TORONTO



APPENDIX VII (Cont.)METROPOLITAN TORONTO - DEPARTMENTAL FUNCTIONS

<u>Department</u>	<u>Functions</u>
Audit	<ul style="list-style-type: none"> <li>- Audits the records of departments, special purpose bodies including Housing Company, Library Board, Zoological Society, O'Keefe Centre, C.N.E. Association and the T.T.C.; and certain funds separate from the Metropolitan Corporation.</li> </ul>
Chairman's Office	<ul style="list-style-type: none"> <li>- Conducts research on behalf of Chairman.</li> <li>- Performs both administrative and secretarial functions.</li> <li>- Provides liaison between Chairman's office and various departments, councillors, area municipalities and other levels of government.</li> <li>- Provides general information to the public.</li> <li>- Provides public relations function for Metro.</li> </ul>
Clerk	<ul style="list-style-type: none"> <li>- Prepares agendas and takes minutes for Council, Executive Committee and all committees of the Corporation.</li> <li>- Records votes when necessary.</li> <li>- Retains all minutes of the Corporation.</li> <li>- Arranges social and official functions.</li> </ul>

APPENDIX VII (Cont.)

<u>Department</u>	<u>Functions</u>
Emergency Services	<ul style="list-style-type: none"> <li>- Emergency measures and public ambulance services within Metro.</li> </ul>
Legal	<ul style="list-style-type: none"> <li>- Advises on statutory powers of Council and its agencies.</li> <li>- Prepares all by-laws.</li> <li>- Conducts litigation by or against Corporation.</li> <li>- Legal work for acquisition of real estate.</li> <li>- Prepares construction contracts and other agreements.</li> </ul>
Management Information	<ul style="list-style-type: none"> <li>- Provides data processing services to Metropolitan departments, the Metropolitan Toronto Police, the Toronto Transit Commission, Metropolitan Licensing Commission, the Zoological Society and some Boroughs.</li> <li>- Develops standard procedures and techniques for the Metropolitan Corporation in regard to computer systems.</li> </ul>
Parks	<ul style="list-style-type: none"> <li>- Develops and operates a system of parks of approximately 7,085 acres. These are of broad regional appeal and contain facilities not readily found in small municipal parks.</li> </ul>
Personnel	<ul style="list-style-type: none"> <li>- Provides centralized personnel services for all Metropolitan departments and the Metropolitan Licensing Commission including: recruitment, administration of pay plans, hospital and medical schemes.</li> </ul>

APPENDIX VII (Cont.)

<u>Department</u>	<u>Functions</u>
	<ul style="list-style-type: none"> <li>- Reviews personal and travel expenses.</li> </ul>
Planning	<ul style="list-style-type: none"> <li>- Prepares through an on-going review a plan for the urban structure of Metropolitan Toronto.</li> <li>- Monitors and comments on local development activity.</li> <li>- Responds to Metropolitan projects and policy problems from the point of view of feasibility, desirability and other planning considerations.</li> </ul>
Property	<ul style="list-style-type: none"> <li>- Manages the Corporation's real estate and property.</li> <li>- Appraises and negotiates the acquisition of property.</li> <li>- Operates, maintains and repairs Metropolitan buildings.</li> </ul>
Roads and Traffic	<ul style="list-style-type: none"> <li>- Plans, designs, constructs and maintains Metropolitan roads.</li> <li>- Operates the traffic control system.</li> </ul>
Social Services	<ul style="list-style-type: none"> <li>- Assumes all public welfare responsibilities.</li> <li>- Administers all welfare assistance programs required by Provincial statute.</li> <li>- Provides hospitalization or nursing home care, post sanitarium care, homemakers and nurses services and burial for indigents.</li> </ul>

APPENDIX VII (Cont.)

<u>Department</u>	<u>Functions</u>
	<ul style="list-style-type: none"> <li>- Operates day nurseries and institutional services such as hostels.</li> <li>- Conducts financial arrangements with Children's Aid Societies.</li> <li>- Directs the operations of "Homes for the Aged".</li> <li>- Commissioner is General Manager of the Metro Toronto Housing Co. Ltd.</li> <li>- Operates the Metropolitan Toronto Housing Registry.</li> <li>- Operates the Landlord and Tenant Advisory Bureau.</li> </ul>
Treasury	<ul style="list-style-type: none"> <li>- The Treasurer besides being Treasurer of the Corporation, is also Treasurer of: <ul style="list-style-type: none"> <li>- Metro Sinking Fund</li> <li>- Pension Fund</li> <li>- Police Benefit Fund</li> <li>- Metro Toronto Housing Co. Ltd.</li> </ul> </li> <li>- Receives all municipal revenues.</li> <li>- Arranges temporary loans and short term investments.</li> <li>- Dispenses payments for salaries, wages, general accounts.</li> <li>- Custodian of all legal documents and contracts unless otherwise specified by Council.</li> <li>- Prepares budget and annual financial statements.</li> </ul>

APPENDIX VII (Cont.)

<u>Department</u>	<u>Functions</u>
Works	<ul style="list-style-type: none"><li>- Water supply (wholesale).</li><li>- Sewage treatment.</li><li>- Refuse disposal.</li></ul>

APPENDIX VIIISPECIAL PURPOSE BODIES WITH  
POLICY AND PROGRAM RESPONSIBILITIESSchool Boards

Metropolitan Toronto  
City of Toronto  
East York  
Etobicoke  
North York  
Scarborough  
York  
Metropolitan Separate

Metropolitan Toronto

Toronto Transit Commission  
Metropolitan Toronto Library Board  
Metropolitan Toronto and Region Conservation  
Authority  
Children's Aid Society of Metropolitan Toronto  
Catholic Children's Aid of Metropolitan Toronto  
Metropolitan Toronto Licensing Commission  
Metropolitan Toronto Board of Commissioners  
of Police

City of Toronto

Toronto Electric Commission  
Toronto Harbour Commission  
Board of Health  
Public Library Board  
Planning Board

East York

Hydro Commission  
Board of Health  
Library Board  
Planning Board

APPENDIX VIII (Cont.)

Etobicoke

Hydro Commission  
Board of Health  
Library Board  
Planning Board

North York

Hydro Commission  
Board of Health  
Library Board  
Planning Board

Scarborough

Public Utilities Commission  
Board of Health  
Library Board  
Planning Board

York

Board of Health  
Library Board  
Planning Board

APPENDIX IXSPECIAL PURPOSE BODIES WITH  
NARROW PROGRAM RESPONSIBILITIESMetropolitan Toronto

CNE Association  
Royal Agricultural Winter Fair Association  
Metro Toronto Housing Co. Ltd.  
Civic Garden Centre Board of Management  
Board of Management of the O'Keefe Centre  
Toronto Area Industrial Development Board  
Convention and Tourist Bureau of Metropolitan  
Toronto  
Community Information Centre  
Metropolitan Toronto Zoological Society

City of Toronto

Parking Authority of Toronto  
City of Toronto Non-Profit Housing Corporation  
Committee of Adjustment  
Non-Residential Standards Appeal Board  
Board of Management  
- George Bell Arena  
- Ted Reeve Arena  
- North Toronto Memorial Arena  
- University Settlement Recreation Centre  
- Good Neighbours Club  
- Premises No. 224 Cowan Avenue  
- Sir William Campbell House  
- Balmy Beach Park  
- Second Mile Club  
- Forest Hill Memorial Arena  
- McCormick Playground Arena  
- William H. Bolton Arena  
- Bloor West Village Business Improvement Area  
- St. Lawrence Centre for the Arts  
- Junction Business Improvement Area  
- Carlton Village  
- Roncesvalles Business Improvement Area  
- Howard Park Tennis Club  
- Premises No. 97 Main Street  
- Moss Park Arena  
Board of Management of Community Centres  
Toronto Humane Society

APPENDIX IX (Cont.)East York

Committee of Adjustment  
Property Standards Committee  
Court of Revision  
Cedarvale Park Board  
Leaside Memorial Community Gardens Board  
East York Foundation  
East York Curling Rinks Board  
Historical and Arts Board

Etobicoke

Committee of Adjustment  
Property Standards Committee  
Community Centres Board  
Cemetery Board

North York

Committee of Adjustment  
Court of Revision  
Property Standards Committee  
Memorial Community Hall Board of Management  
North York Recreational Committee  
Community Centres Board of Management

Scarborough

Community Centres Board of Management  
Committee of Adjustment  
Court of Revision  
Property Standards Committee

York

Borough of York Housing Co. Ltd.  
McEachren Community Centre Board of Management  
Community Centres Board of Management  
Parking Authority  
Committee of Adjustment  
Court of Revision  
Community Medical Health Centre Board of Management



Background Studies Prepared for  
THE ROYAL COMMISSION  
ON METROPOLITAN TORONTO

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- The Organization of Local Government in Metropolitan Toronto
- A Financial Profile of Metropolitan Toronto and its Constituent Municipalities, 1967 - 1973
- The Planning Process in Metropolitan Toronto
- The Electoral System for Metropolitan Toronto
- Demographic Trends in Metropolitan Toronto
- The Provision and Conservation of Housing in Metropolitan Toronto
- Transportation Organization in Metropolitan Toronto
- Physical Services, Environmental Protection and Energy Supply in Metropolitan Toronto
- Public Safety Services in Metropolitan Toronto
- Social Policy in Metropolitan Toronto

*Copies of any of the above reports may be obtained by writing:*

The Royal Commission on Metropolitan Toronto  
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